



Geneva, July 23rd, 1937.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC  
IN OPIUM AND OTHER DANGEROUS DRUGS

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MINUTES  
OF THE  
**TWENTY-SECOND SESSION**

Held at Geneva from May 24th to June 12th, 1937.

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LIST OF MEMBERS.

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His Excellency Dr. Witold CHODZKO ( <i>Chairman</i> ) .....	<i>Poland.</i>
M. J. H. DELGORGE ( <i>Vice-Chairman</i> ) .....	<i>Netherlands.</i>
Dr. Bruno SCHULTZ .....	<i>Austria.</i>
His Excellency M. CARNOY .....	<i>Belgium.</i>
Major W. H. COLES, D.S.O. ( <i>Rapporteur</i> ) .....	<i>United Kingdom.</i>
His Excellency M. Nicolas MONTCHILOFF (Substitute : M. SILIANOFF) .	<i>Bulgaria.</i>
Colonel C. H. L. SHARMAN, C.M.G., C.B.E. ....	<i>Canada.</i>
His Excellency Dr. Hoo Chi-tsai (Substitutes : M. CHEN Ting, M. LEE Yone Ming) .....	<i>China.</i>
El Lewa T. W. RUSSELL Pasha, C.M.G., O.B.E. ....	<i>Egypt.</i>
His Excellency M. Gaston BOURGOIS (Technical Adviser : M. RAZET).	<i>France.</i>
Mr. C. E. WILD, I.C.S. (retired) .....	<i>India.</i>
M. Vram PILOSSIAN .....	<i>Iran.</i>
.....	<i>Italy.</i>
His Excellency M. Masayuki YOKOYAMA (Substitute : M. Morikatsu INAGAKI) .....	<i>Japan.</i>
His Excellency M. Isidro FABELA (Substitute : M. Manuel TELLO) ..	<i>Mexico.</i>
His Excellency Dr. Raoul PORRAS (absent) .....	<i>Peru.</i>
His Excellency Dr. Augusto DE VASCONCELLOS .....	<i>Portugal.</i>
His Excellency Phya RAJAWANGSAN (Substitute : Luang BHADRAVADI)	<i>Siam.</i>
His Excellency M. FABRA-RIBAS (Substitute : M. Victor HURTADO) .	<i>Spain.</i>
Dr. H. CARRIÈRE .....	<i>Switzerland.</i>
M. Numan Tahir SEYMEN .....	<i>Turkey.</i>
Mr. Stuart J. FULLER (assisted by Mr. H. J. ANSLINGER (expert) and Mr. Bernard WAIT (expert)) .....	<i>United States of America.</i>
His Excellency M. Alfredo DE CASTRO .....	<i>Uruguay.</i>
His Excellency Dr. Ivan SOUBBOTITCH (Substitute : Dr. Stojan GAVRILOVIC; Experts : Dr. Feodor KORENIC and Dr. Slobodan KARITCH) .....	<i>Yugoslavia.</i>

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*Assessor :*

Dr. F. V. M. DE MYTTENAERE.

*Secretary :*

M. Eric Einar EKSTRAND, Director of the Opium Traffic and Social Questions Sections.

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FIRST MEETING (PRIVATE).

*Held on Monday, May 24th, 1937, at 11 a.m.*

*Chairman : Dr. CHODZKO (Poland).*

**1171. Welcome to New Members.**

The CHAIRMAN welcomed the new members who had been appointed by the Council, the representatives of Bulgaria and Peru.

**1172. Election of the Chairman, Vice-Chairman and Rapporteur.**

*The Committee unanimously appointed Dr. CHODZKO (Poland) Chairman, M. DELGORGÉ (Netherlands) Vice-Chairman and Major COLES (United Kingdom) Rapporteur.*

**1173. Appointment of Assessors.**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) reminded the Committee that Dr. de Myttenaere's term of office would expire on December 31st, 1937, and was renewable by the Council for a further year—that was to say, to the end of 1938.

Mr. Lyall, whose term of office expired on May 31st, 1937, was unable to accept reappointment.<sup>1</sup> He would suggest that a successor to Mr. Lyall should not be appointed immediately. The agenda of the present session included certain important subjects, such as the preparation for a Conference for the control and limitation of raw materials. It might be found at the end of the session that the Committee required an Assessor with expert knowledge, for instance, of agriculture, prices, etc., and it might desire to take this fact into consideration when appointing an Assessor. He would therefore merely suggest that the Committee should, for the moment, recommend the Council to renew Dr. de Myttenaere's appointment for a further year.

*M. Ekstrand's proposal was adopted.*

Dr. DE MYTTENAERE thanked the Committee for his re-election.

**1174. Election of Three Members of the Agenda Sub-Committee.**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the Agenda Sub-Committee consisted of the Chairman and Vice-Chairman of the Advisory Committee, together with three members to be elected. The members at present serving were the representatives of the United Kingdom, the United States of America and Siam.

*The Committee decided to re-elect the same three members.*

**1175. Adoption of the Agenda of the Session : Report of the Agenda Sub-Committee.**

The report of the Agenda Sub-Committee was read (Annex 1).

M. DE CASTRO (Uruguay) concurred in the reasons given by the Sub-Committee for the postponement of the item which he had suggested, namely, Recommendation IV of the Final Act adopted by the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that according to the report, the Sub-Committee had proposed that item 10 (enquiry into drug addiction) should be removed from the agenda. This was not an accurate statement, as the Sub-Committee had merely proposed to adjourn the question to a later session.

*The report of the Sub-Committee and the agenda were adopted (Annex 1).*

**1176. Publicity of the Meetings.**

*The Committee decided to hold its meetings in public, while reserving the right to discuss any item of the agenda in private.*

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<sup>1</sup> See also pages 47 and 48, under No. 1196.

## SECOND MEETING (PUBLIC).

*Held on Tuesday, May 25th, 1937, at 11 a.m.*

*Chairman : Dr. CHODZKO (Poland).*

### **1177. Resignation of M. von Heidenstam, Representative of Sweden : Decision of the Swedish Government not to seek Further Representation on the Committee.**

The CHAIRMAN stated that M. von Heidenstam had received a new appointment from his Government, and that the latter did not henceforth intend to seek representation on the Committee.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read a letter dated Teheran, May 10th, 1937, from M. von Heidenstam to the Chairman of the Advisory Committee, in which M. von Heidenstam expressed his regret that he was unable to continue his association with the Committee just when the latter was seriously attacking the problem of limiting the production of raw materials, and his appreciation of his pleasant collaboration with the Committee in past years.

### **1178. Tribute to the Memory of Mr. Hardy, M. van Wettum and Mr. John D. Rockefeller.**

The CHAIRMAN spoke as follows :

I shall, I am sure, be interpreting the feeling of all the members of the Committee in expressing our deep regret at the death of our colleague and Vice-Chairman, Mr. Gordon Sidney Hardy, representative of India, which took place in London on October 9th, 1936. The Committee, deeply sensible of its loss, will wish to place on record this friendly tribute to his memory.

Mr. Hardy had been appointed representative of India on the Opium Advisory Committee in October 1934, in succession to Sir John Campbell. He came to the Committee after a brilliant career in the Indian Civil Service, in which he held the highest offices, ample evidence of the great esteem in which his economic and financial abilities were held.

Though with us only a few years, thanks to his eminent qualities he made a valuable contribution to our activities and quickly won our friendship and esteem.

We appreciated his experience in questions relating to India, his intellectual brilliance, and the spirit of understanding and co-operation in which he attacked the delicate problems before us, and we appreciated also his amiability and natural charm, which made collaboration with him both easy and fruitful.

We regret that this collaboration has been brought so prematurely to a close. We desire to convey to his family the expression of our deep sympathy and the assurance that the memory of our late friend and colleague will always be with us.

My colleagues will also have learned with deep regret that M. van Wettum, one of the former members of the Committee, who had devoted so many years to its service and to whom we had conveyed an expression of our affection and sympathy when he left the Committee on his retirement, died in December 1936 at The Hague.

Yesterday, at this very hour, further sad news reached us here at Geneva.

John D. Rockefeller died at his home in Florida at the age of 97. If one were trying to sum up that amazing personality in general terms, one might describe him as the greatest social worker and the greatest philanthropist in the world. For, indeed, the whole world constituted the field of activities of his magnificent Foundation, round which the late Mr. Rockefeller had collected a marvellous team of distinguished collaborators, devoted to the cause of suffering humanity. The grief which now fills the vast territory of the United States of America extends also to many other countries, as also to the League of Nations, all objects of John D. Rockefeller's munificence.

Allow me, gentlemen, as representative of Poland, to associate with this sincere grief my country, which has received from the Rockefeller Foundation such friendly attention and such valuable assistance in the matter of public health.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs, in which we are seeking to the best of our ability to alleviate human suffering, also owes its grateful and respectful tribute to the memory of John D. Rockefeller.

I would ask our friend and colleague Mr. Stuart J. Fuller to be good enough to convey to his great country the expression of our grief and sympathy.

On the motion of the CHAIRMAN, the Advisory Committee adjourned for a short time as a tribute of respect to the memory of Mr. Hardy, M. van Wettum and Mr. John D. Rockefeller.

M. DELGORGE (Netherlands) thanked the Chairman for his kind words concerning his friend, M. van Wettum, whose loss they all deplored.

Mr. FULLER (United States of America) expressed his appreciation of the Chairman's words regarding Mr. Rockefeller, which he would have pleasure in conveying to his Government by telegram.

Mr. WILD (India) thanked the Chairman for the kind things he had said about his predecessor, Mr. Hardy, whose lamented death had deprived the Committee of his services.

#### 1179. Examination of the Progress Report by the Secretary.

The Committee considered, paragraph by paragraph, the Progress Report by the Secretary (Annex 2).

#### I. ADMINISTRATIVE AND GENERAL QUESTIONS.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) reminded the Committee that it had been decided not to include in the discussion of the Progress Report points which appeared as separate items on the Committee's agenda.

He proposed that the Committee should discuss later in the session the question of holding a second annual session, on which the Secretariat was preparing a note.<sup>1</sup>

*M. Ekstrand's proposal was adopted.*

#### II. ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) observed that annual reports had been communicated by only seven of the countries of Latin America. He asked whether the Committee wished to take any action in the matter.

The CHAIRMAN thought that the Committee would be grateful if the representatives of the Latin-American countries on the Committee would use their influence and appeal to the other countries of Latin America to send in their annual reports regularly.

M. DE CASTRO (Uruguay) said that Uruguay had complied with the prescribed procedure. He would take advantage of Uruguay's geographical and racial relations with other Latin-American countries to ask them to forward their reports.

M. FABELA (Mexico) said that the Mexican Government had already forwarded its report. He would ask his Latin-American colleagues to see that reports were duly sent by the countries concerned.

#### III. LEGITIMATE TRADE, MANUFACTURE AND CONSUMPTION OF NARCOTIC DRUGS.

##### *Revised List of Firms authorised to Manufacture Drugs covered by the Geneva Opium Convention of 1925.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that the Secretariat should be allowed to publish the list of firms authorised to manufacture drugs covered by the Geneva Opium Convention of 1925.

Major COLÈS (United Kingdom) supported the proposal.

*M. Ekstrand's proposal was adopted.*

##### *Method of determining the Cocaine Content of Coca Leaves : Extraction of Morphine and Other Alkaloids of Opium from the Dry Poppy Plant (Poppy Straw and Poppy Heads).*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) asked the Committee, pending the completion of the necessary documentation, to postpone its discussion of the methods of determining the cocaine content of coca leaves and the question of the extraction of morphine and other alkaloids of opium from the dry poppy plant. As regards the second of those items, he directed the Committee's attention to the valuable research being done in the Soviet Union and in Denmark, the results of which were embodied in memoranda from those countries.

*M. Ekstrand's proposal was adopted.*

<sup>1</sup> The discussion on this point subsequently took place in private session and is not therefore reported in the present volume.

*List of Substances and Preparations coming under the Hague Opium Convention of 1912, the Geneva Convention of 1925 and the Geneva Limitation Convention of 1931.*

Dr. CARRIÈRE (Switzerland) submitted the report of the Sub-Committee instructed first to prepare, then to revise periodically, the list of preparations coming under the international opium conventions. The document he was now submitting to the Committee (document O.C.1458(3)) was the result of the revision carried out, on the basis of information supplied by the Governments, at a session held at the end of 1936. Dr. Carrière recalled that, in order to facilitate reference, the list, which was very long, had been drawn up in two parts, the first being arranged according to the nature of the substances contained in the preparations, the second in alphabetical order. The list was accompanied by a note containing certain practical information, into which he did not think it necessary to enter in more detail.

In view of the bulk and technical character of the document, which M. Bouscharain had prepared on the basis of the results of the work of the Sub-Committee, with a care and precision to which a tribute should be paid, Dr. Carrière thought that the Committee would not wish to examine it, and he asked his colleagues to adopt it without discussion.

In concluding his short statement, Dr. Carrière, speaking on behalf of the Sub-Committee, expressed the hope that the list, instead of being roneoed, would be printed. In that way, it would be more easily consulted and preserved by those for whom it was intended, Customs officers, in particular. He thought that, in view of the large number of copies that would be required, the cost of printing would not, in all probability, be much more than that of any other method of reproduction. One Government had asked for more than three hundred copies for its own use.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) stated that a copy of the list was available in the Secretariat for any member of the Committee to consult. He agreed that it would be preferable if the list could be printed. The reason why it had not been printed hitherto was lack of funds, but no decision had been taken which would prevent its being printed in future, if the Committee decided in favour of that procedure.

The CHAIRMAN invited the Committee to consider Dr. Carrière's suggestion to accept the list without discussion and his further suggestion that it should be printed. It would be generally agreed that the list would be easier to consult in printed form.

M. DE VASCONCELLOS (Portugal) said that the Committee could safely endorse the list drawn up by technical experts which it had appointed for the purpose. Any observations that members of the Committee might wish to submit on points of detail could be conveyed to the Sub-Committee and would no doubt be taken into account. He warmly supported the suggestion that the list should be printed.

*The Committee decided to accept the list, subject to any observations of members of the Committee, and to ask the Secretariat to have it printed as soon as possible.*

#### IV. ILLICIT TRAFFIC AND MEASURES TAKEN AGAINST THIS TRAFFIC.

*Illicit Traffic in Narcotics by Air : Consultation of the International Air Navigation Commission.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), referring to the consultation of the International Air Navigation Commission regarding the illicit traffic in narcotics by air, said that the Commission was to meet on June 4th, 1937; its opinion on the points raised by the Advisory Committee would thus be available before the close of the Committee's session.

*Smuggling of Narcotic Drugs through the Post.*

M. CHEN Ting (China), referring to the last paragraph of this Section (China) of the progress report concerning import certificates issued in China, stated that the Health Administration was responsible for the issue of the certificates and not the Ministry of the Interior, as had formerly been the case.

*Special Police Services dealing with the Campaign against Narcotic Drugs.*

M. FABELA (Mexico) said that the absence of any reply from the Mexican Government concerning this question was explained by the following passage of the report :<sup>1</sup>

"The campaign against drug addiction has been reorganised and specialised police services entrusted with the careful supervision of the consumption of and the traffic in narcotic drugs of every kind have been set up permanently in the north, south and centre of the Republic."

He would inform the Committee as soon as he received further details of the newly organised system.

<sup>1</sup> See Annex 2, page 120.



M. DELGORGE (Netherlands) said that the Netherlands Central Police Service had been increased by the addition of a number of secondary police centres to deal with narcotics offences.

Dr. SCHULTZ (Austria) expressed his satisfaction at the measures taken by Mexico and the Netherlands to reinforce anti-narcotics measures.

RUSSELL Pasha (Egypt) said that two new provincial branches of the Central Narcotics Intelligence Bureau had been established as whole-time offices in Lower and Upper Egypt. He quoted as evidence of the success of their efforts that the police had made 1,992 prosecutions for illegal opium poppy cultivation and had seized 1,400 hashish plants.

The CHAIRMAN congratulated the Egyptian Government on the efficiency of its police force.

*Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic, and Supervision in the Larger Seaports.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) drew the attention of the Committee to the replies from certain Governments to Circular Letter 181.1935.XI concerning this matter.

The Australian Government stated that, generally speaking, the preventive measures outlined in the Circular Letter were used throughout the Commonwealth.

Iraq stated that the measures recommended by the Committee did not materially differ from those undertaken by the Department of Customs and Excise of Iraq to combat illicit traffic. Iraq had asked for documentation in regard to suspected international traffickers, as had Colombia, and the Secretariat had placed the Quarterly Reports on Seizures at the disposal of both those Governments.

Fresh action had been taken by the New Zealand Government, which had asked the principal shipping companies to give effect to the Committee's recommendations.

Sweden had placed the Secretariat's Quarterly Summaries at the disposal of the Customs in the three chief ports.

Mr. FULLER (United States of America) made the following statement :

With reference to the question of surveillance over ships in port, the United States Treasury Department states that, since the last session of the Opium Advisory Committee, it has been enabled to provide for trailing and surveillance of vessels at certain ports the facilities at which had previously left somewhat to be desired.

During the year, the Customs patrol forces, formerly functioning under the direction of the various collectors of Customs, were transferred to the Customs Agency Service, thereby consolidating in one unit the investigative forces of the Customs Service with the patrol forces engaged solely on enforcement work.

Following this consolidation, the force of officers in the Customs investigative organisation at seaports was augmented by transfers of Customs patrolmen, thereby increasing the man-power available to handle narcotic preventive operations at the seaports.

Investigative facilities of the Customs Service during the year were greatly improved by the acquisition and installation of the latest types of technical equipment.

A close co-ordination and synchronisation of the activities of all Customs investigative and enforcement agencies on the Pacific coast and on the Atlantic coast was effected during the year. This was consummated by the installation of communication equipment connecting the respective offices on each coast with others on the same coast, the immediate exchange of information of movements of known or suspected narcotic smugglers between all offices on each coast and by the selection of a chief strategist on each coast.

M. CARNOY (Belgium) said that he had received a report from the Belgian Government, which he would communicate to the Secretariat in due course, containing a very full analysis of the Committee's suggestions with regard to supervision in the larger seaports. The chief Port Officer at Antwerp and the Minister for Justice had both asked for stricter supervision, especially with regard to the issue of cards to persons visiting ships newly arrived in ports. They also advocated increasing the number of secret police and the appointment of masters-at-arms. The Belgian Government would be interested to have fuller details concerning the measures of supervision taken by the Canadian Pacific Steamship Company.

Luang BHADRAYADI (Siam) said that his Government had considered with interest the suggestions regarding measures to prevent the use of ocean-going steamers for illicit traffic and supervision in the larger seaports. Under Article 38 of the Siamese Customs law, the captain was required to give a list of the goods conveyed on his ship and was liable to a heavy fine if the list were incomplete. The Siamese Government considered, however, that it would be going too far to place on the captain the responsibility for all the goods conveyed by passengers. Siam had not yet instituted the system of coastguard patrols. The inspection of passengers' luggage was carried out in great detail. Rewards were offered by the Government for the detection of illicit traffic. The Government was ready if necessary to issue warnings to passengers.

Colonel SHARMAN (Canada) told the Committee that the key of the system employed by the Canadian Pacific Steamship Company was the use of three masters-at-arms on each vessel on the Pacific. Instead of the one master-at-arms, exercising general disciplinary control, there were three, one of whom was always on duty. They were specially selected by the Investigation Service of the Canadian Pacific Railway and were constantly advised of illicit traffic developments, as revealed more particularly by the Quarterly Seizure Reports. The masters-at-arms carried out frequent searches on board during the voyage and affixed small seals to likely hiding-places, so that a fresh search was unnecessary as long as the seal remained intact. There was a careful examination in oriental ports of all baggage brought on board, and sampans were kept away from vessels in port. Passes had formerly been issued to Chinese members of crews, but Orientals were no longer allowed on shore in Canadian ports. The Canadian Pacific Steamship Company spent 25,000 dollars a year on these preventive methods and considered the results well worth the outlay.

RUSSELL Pasha (Egypt) wished to give the Committee some explanation of the gloomy picture which he had painted in his annual report concerning contraband conditions in the Suez Canal area and in Suez in particular. He had been attracted by the American methods of fining shipping companies on whose ships large quantities of contraband were found, but he pointed out that most of the smuggling was done by the passengers and crew. To explain and to some extent to excuse the position in Port Said, he mentioned that in a year an average of 300,000 passengers and 50,000 members of ships' crews came ashore for an hour or two. Gangway control was fairly efficient, but after an hour or two it got slack. Monetary awards for narcotics information were a source of jealousy, especially when several Departments had anti-contraband duties and were not anxious to share their information. The difficulties at Port Said should, however, be overcome when the Egyptian Government appropriated the necessary funds.

The CHAIRMAN commented on the following passage relating to Danzig: <sup>1</sup>

"In the Danzig Government's opinion, there is no need to exercise stricter supervision, as the traffic of ships and passengers in the Port of Danzig has considerably diminished."

He noted a steady increase in the tonnage of imports through the Port of Danzig, and quoted the official figures for 1933 (362,000 tons), 1934 (377,000 tons), and 1935 (396,000 tons); the official figures for 1936 were not yet available.

He added that the Committee's observations concerning the negotiations with the seamen's unions in regard to co-operation in the prevention of the smuggling of narcotics had been transmitted by the International Labour Office to the International Federation of Transport Workers. The unions' replies would be communicated in due course.

#### V. ENQUIRY ON DRUG ADDICTION.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) noted that consideration of the question of drug addiction had been adjourned, on the Agenda Sub-Committee's proposal, until more replies to Circular Letter 193.1936.XI had been received. A number of replies had been received since the Progress Report had been drafted, and the position was now more satisfactory. The Secretariat hoped to be able to prepare a full report for the next session.

M. DE VASCONCELLOS (Portugal) said that it would be noted that no reply had been received from Portugal on the subject of drug addiction, for the very good reason that the evil did not exist in Portugal. In Macao, the competent authorities were carrying out the necessary investigations.

Dr. CARRIÈRE (Switzerland) recalled that, at its last session<sup>2</sup>, he had given the Committee certain information concerning the results of an enquiry on drug addiction carried out in Switzerland. On that occasion, he had laid stress on the difficulties attendant upon such enquiries and on the fact that the results obtained could only have a relative value. That at least was the case as regards the enquiry made in Switzerland, the material for which had been supplied primarily by establishments for nervous and mental cases. Nevertheless, Dr. Carrière was ready to give the Section in writing more detailed information than he had supplied at the last session.

#### VI. SITUATION IN THE FAR EAST.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) noted that the situation in the Far East formed a special item on the agenda, to be dealt with independently of the Progress Report.

<sup>1</sup> See Annex 2, page 120.

<sup>2</sup> See Minutes of the Twenty-first Session of the Committee, page 94.

## VII. CONVENTION OF 1925 : ARTICLES 8 AND 10.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Health Committee's resolution rescinding the exemption granted in respect of sterilised solutions of morphine and atropine, or eucodal with atropine, under Article 8 of the 1925 Convention, was included in the Progress Report for information only. The decision was final, and the drugs in question would again be brought under the system of control.

The Secretariat had classified, for the convenience of the Committee, the replies of Governments to Circular Letter 161.1936.XI. concerning the Health Committee's decision that preparations made from tincture or extract of Indian hemp should be brought within the control of the 1925 Convention. A number of countries had taken note of the decision, others had accepted it unreservedly, and others again had submitted reservations.

M. FABELA (Mexico) said that Mexico did not appear in the list of countries which had replied to Circular Letter 161.1936.XI. The Committee had, however, heard a statement from the Mexican representative's predecessor to the effect that the Mexican Public Health Code prohibited the prescription or use of Indian hemp or of preparations of that drug.

M. RAZET (France) said that, in France, preparations of Indian hemp were subject to the usual narcotics restrictions. Preparations containing only small quantities of the drug were, however, exempted. The Decree of 1931 specified a maximum amount of extract or tincture which might be prescribed.

M. BOURGOIS (France) said that the decree in question applied more particularly to corn cures.

M. CARNOY (Belgium) said that, while formally accepting the recommendation, the Belgian Government would wish to make a reservation regarding corn cures which contained a small quantity of Indian hemp.

Dr. CARRIÈRE (Switzerland) said that Switzerland would have no difficulty in accepting, in principle, the Health Committee's resolution, though the Federal Administration reserved the right to exempt from control certain preparations such as corn cures which could not, in any circumstances, be used for the illicit traffic or for illicit purposes. He pointed out, further, that the question in itself, at any rate as regarded Switzerland, was relatively unimportant in view of the very small number of preparations on the market containing tincture or extract of Indian hemp. He did not need to add that both the tincture and extract, as such, were under control in Switzerland.

Major COLES (United Kingdom) said that the position with regard to preparations of Indian hemp was much the same in England as in France and the Netherlands. The United Kingdom Government was prepared to accept the Health Committee's decision, as applied to most preparations, but not if acceptance meant applying it to everything; it could not apply it, for instance, to corn plasters or paints.

## VIII. 1931 CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS.

### *Interpretation of Article 13, paragraph 2(b).*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read the Advisory Committee's resolution on the exemption from the import-certificate system of compounds of codeine and dionine adapted to a normal therapeutic use, and the resolution passed by the Health Committee. Since the drafting of the Progress Report, further replies had been received from Governments to Circular Letter 201.1935.XI, which dealt with that subject.

*The continuation of the discussion was adjourned to the next meeting.*

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### THIRD MEETING (PUBLIC).

*Held on Tuesday, May 25th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1180. Examination of the Progress Report by the Secretary (continuation). (Annex 2).

#### VIII. 1931 CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS (*continuation*).

##### *Interpretation of Article 13, Paragraph 2(b) (continuation).*

Colonel SHARMAN (Canada) said this subject was raised in the first instance by Canada as a result of large quantities of tablets containing only codeine reaching Canada without being accompanied by export certificates. He wished to state that Canada no longer had any trouble in that connection, as the United Kingdom Government had issued export certificates from May 1st, 1937, for all shipments to Canada, an action on its part which was greatly appreciated.

Since codeine was now less easy to obtain, a demand had sprung up for capsules containing acetylsalicylic acid, phenacetine, caffeine and half a grain of codeine. Addicts purchased these capsules in large quantities, dissolved them in water and extracted the codeine from them.

Dr. CARRIÈRE (Switzerland) asked Colonel Sharman whether he had heard of any new cases of codeine addiction by intravenous injection in addition to those to which he had referred at the twentieth session of the Committee<sup>1</sup>.

Colonel SHARMAN (Canada) replied that, on the Pacific coast, the intravenous injection of codeine had been very common in the previous year, and addicts were now extracting the codeine from the medicinal capsules to which he had referred. His own Department had made experiments with the extraction of the codeine, and had obtained 52 % of the codeine content of the capsules. There were as many as 500 to 700 white people on the Pacific coast who were or had been codeine addicts. Many had now switched over to the injection of prepared opium.

M. DELGORGE (Netherlands) pointed out that Circular Letter 201.1935.XI regarding codeine preparations did not call for an answer but was merely a recommendation of the Health Committee. In the Netherlands, all codeine was brought under the regulations with the exception of preparations with a content of 1 in 2,000.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) asked Colonel Sharman to be good enough to give further information regarding the injection of prepared opium.

Colonel SHARMAN (Canada) said a deck of smoking-opium was placed in a spoon with a little water and boiled. This produced a liquid which could be injected. It gave rise to very large abscesses. In one case, a woman was treated for such abscesses in hospital for seven weeks, during which time she also underwent a withdrawal. Nevertheless, eleven hours after her discharge she again injected smoking-opium.

The CHAIRMAN, speaking as representative of Poland, referred to a circular of January 15th, 1937, issued by the Polish Ministry for Social Affairs, on the control of codeine. All wholesale firms were required to submit to very strict control and to give, for instance, the date of purchase, the name and address of the supplier or purchaser, the quantity bought or sold, etc.

Dr. CARRIÈRE (Switzerland) said that the Swiss authorities went even further as regards trade in codeine. Wholesalers and half-wholesalers in Switzerland were subject to the same control for codeine as for the other alkaloids of opium. Certificates of delivery in three copies had to be issued for all sales; one copy was sent to the authorities of the canton where the seller lived, a second to the authorities of the canton where the buyer lived and the third to the central administration concerned with the control of drugs. Only retailers—that was to say, pharmacies—were not subject to control.

Dr. Carrière added that all the discussions now taking place on codeine and codeine addiction could only have a passing significance, since this whole chapter was at present under study, the results of which might lead to its complete revision.

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<sup>1</sup> See minutes of the Twentieth Session of the Committee, pages 9 and 10.

## IX. WORK OF THE SUPERVISORY BODY AND THE PERMANENT CENTRAL OPIUM BOARD.

### *Supervisory Body.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) summarised the information contained in the Progress Report. It was of a highly satisfactory nature, and showed that the Convention was bearing good fruit.

Dr. CARRIÈRE (Switzerland) pointed out that the margin—undoubtedly exaggerated, moreover—noted between the amount of morphine requested for conversion into codeine in 1937 and the amount of codeine actually manufactured in 1935 might be due to the two following reasons:

1. Up to the present, the Supervisory Body entrusted with the duty of examining the estimates from Governments had not had exact data and statistics concerning the use of codeine, that drug only having been placed under control quite recently and the control in question not having been applied completely by all Governments.

2. Since codeine was being more and more used, the manufacturers had asked for conversion into that drug such quantities of morphine as they thought they might require to meet all possible demands for sale, which they had probably estimated somewhat too highly. In that way, the amount of codeine manufactured had been less than that for which provision had been made in the estimates. The situation, however, was steadily becoming stabilised and the differences between estimates and amounts manufactured would certainly become less and less.

### *Proposed Alteration of the latest Date of Issue of the Annual Statement of the Supervisory Body on the Estimated World Requirements of Drugs.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that, up to the present, thirty-nine countries had signed the *procès-verbal* for altering the date. The ratifications to the Convention of 1931 now amounted to sixty-three, since Latvia and Albania had decided to ratify it. The Supervisory Body was therefore still far from being able to apply the *procès-verbal*.

M. DE VASCONCELLOS (Portugal) said the number of ratifications of the Convention was a matter of congratulation. He thought that an appeal should be made to the States who had not yet signed the *procès-verbal*.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) agreed. The Secretariat was doing its best to obtain further signatures; but a recommendation by the Advisory Committee would no doubt carry weight.

M. DELGORGE (Netherlands) suggested that a letter might be sent to the States in question stating that, if they did not reply within a certain time, they would be deemed to have agreed to the *procès-verbal*.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought it would be preferable to endeavour to get the same result by persuasion.

*The Committee agreed that the Director should be requested to draft a letter urging the countries to sign the procès-verbal.*

## X. CONVENTION OF 1936 FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the Convention had been signed by thirty-two States, but that no ratifications had yet been received.

Colonel SHARMAN (Canada) said the Canadian Government had decided to recommend Parliament to ratify the Convention and to make such changes as might prove to be necessary in Canadian law.

M. CHEN Ting (China) said that the Convention had been approved by the Legislative Yuan of the National Government and that ratification was only a question of time.

Major COLES (United Kingdom) said that his Government had decided to ratify the Convention. That statement had been made in Parliament by the Foreign Secretary, who had added that certain legislative changes would first be necessary.

The CHAIRMAN asked his colleagues to urge their Governments to ratify the Convention without delay.

Dr. SCHULTZ (Austria) drew attention to Article 4 of the Convention, stipulating that the acts specified in Article 2, if committed in different countries, should be treated as separate offences. That constituted an excellent means of suppressing international offences in respect of drugs. For instance, if a national of country A was responsible for sending drugs through countries B, C, D and E to be sold in country F, he would be liable to punishment in and extradition from any one of those countries. The procedure would probably be for the central office of country F to inform all the other central offices and recommend them to open criminal proceedings.

At the session of the International Criminal Police Commission to be held in June he proposed to submit a report and explanations concerning all details of the Convention, and he would on that occasion propose that all the representatives should urge their Governments to ratify it.

M. YOKOYAMA (Japan) recalled that Japan had waited six or seven years before ratifying the 1931 Convention. He thought this would not be the case with the 1936 Convention. Japan sent a large delegation to the Conference under M. Hotta, who then returned to Tokio and was taking steps to procure ratification. M. Yokoyama thought that ratification might be obtained in one or two years.

#### XI. RECOMMENDATION X OF THE BANGKOK CONFERENCE CONCERNING SCIENTIFIC INVESTIGATIONS.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) summarised document O.C.1689 and said it was now for the Advisory Committee to decide whether this research into the question of gross should be made, and, if so, to appoint experts for the purpose.

M. YOKOYAMA (Japan) pointed out that three countries, the United Kingdom, the Netherlands and Japan had proposed experts. He suggested that the representatives of those three countries on the Committee should consult with each other as to the possibility of selecting experts, and make proposals to the Committee during the present session.

*M. Yokoyama's proposal was adopted.*

M. DELGORGE (Netherlands) said the scientific research in pursuance of Recommendation X of the Final Act of the Bangkok Conference had been continued in the Netherlands Indies, but no definite results had yet been obtained. In general, that research had been confined to (a) the analysis of urine of addicts with a view to ascertaining whether it was possible to detect addiction from the composition of the urine and (b) the possibility of replacing smoking-opium by a less dangerous substance having, for example, a lower morphine content.

An Inspector of the Opium and Salt Régie Department in Batavia, who was a chemical engineer, was continuing this research with the co-operation of medical men, and a final report might be expected in the course of the present year.

#### XIII. MISCELLANEOUS QUESTIONS.

M. DELGORGE (Netherlands) noted that, according to the statistics supplied by the Peruvian Government in respect of prepared opium, the amount of prepared opium manufactured was greater than that of the raw opium used for manufacture.

*The Committee decided that the Peruvian Government should be asked for further information.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) referred to the supply of narcotic drugs to ships passing through the territorial waters of a foreign country. A document on that subject would be distributed, and he suggested that in the meantime the discussion should be postponed.

*M. Ekstrand's proposal was adopted.*

*The Progress Report by the Secretary was adopted, subject to the above observations.*

#### 1181. Drugging of Race-horses : Memorandum by the Representative of the United States of America (document O.C.1690)<sup>1</sup>.

Mr. FULLER (United States of America) said this question had been put on the agenda at the request of the United States, in order that further information on the subject might be elicited. He had nothing to add to the American memorandum, but he hoped other members of the Committee might be able to contribute information showing what was being done in this connection. The French representative had given information on the subject some time previously, and he might possibly be able to supplement that information.

<sup>1</sup> See minutes of the Twentieth Session of the Committee, pages 23, 24, 51-52, 56, 61-62.

M. RAZET (France) said he had nothing to add to his former statement. There were regulations in France prohibiting the doping of race-horses and providing for saliva tests.

Dr. DE MYTTENAERE, Assessor, said the position was the same in Belgium. He added that, in many cases, the horses were not given drugs but such substances as caffeine.

Colonel SHARMAN (Canada) said he had nothing to add to his former statements. In Canada, there was a good technique for the saliva test, which was carried out at the request and at the expense of the racing associations. The authorities furnished a policeman to assist the veterinary surgeon in taking the saliva test.

The stimulation was not always caused by narcotic drugs but also by many other substances, such as coramine and caffeine.

The expense of the saliva test if applied to all horses would be very great, and even if positive results were obtained, the question arose as to who should be prosecuted—the jockey, the trainer, the groom, etc. It did not appear that a sufficient result would be obtained from the large expense involved by the universal saliva test, from the purely narcotic control standpoint.

He had been struck by the inadequate penalties (e.g., suspension for fifteen or thirty days) imposed by the racing associations on those implicated in stimulation.

This particular point was not an essential part of Canadian anti-narcotic control. At certain race-meetings in Canada, horses came in large numbers from over the frontier. The horse-cars conveying them were searched, and it had happened that the attendants had been found in possession of narcotics to be used in the stimulation of the race-horses. The Canadian authorities thought this was as far as they should go.

RUSSELL, Pasha (Egypt) said there had been only half a dozen cases in the last three years in Egypt and only one conviction. He gave instances of some of those cases.

M. DELGORGE (Netherlands) asked how long heroin could be detected in horses after administration, and whether the same method could be applied to human beings.

Mr. ANSLINGER (United States of America) said that heroin could be detected by the saliva test up to twenty-four hours after administration. He did not know of any experiments in respect of the saliva of human beings.

#### 1182. Statistics on Imports of Caffeine (document O.C.1687).

M. RENBORG (Secretariat) reviewed the previous history of this question. Three years previously,<sup>1</sup> the Advisory Committee, in deciding to make an enquiry into the imports and exports of acid acetic anhydride, proposed at the same time to obtain information regarding exports and imports of caffeine, one of the principal substances used in the manufacture of heroin pills. At the following session,<sup>2</sup> it was decided that statistics were only required in the case of countries where such pills were illicitly manufactured. Statistics had been received from China, Hong-Kong and Macao and were contained in document O.C.1687. The statistics were only for short periods and were, moreover, not comparable, as the figures for China represented weights and those for Hong-Kong represented cases.

As regards China, he drew attention to the fact that the imports in 1935 amounted to 26 tons, of which the greatest portion was imported through Tientsin and Shanghai, which were believed to be centres of the illicit manufacture of heroin pills. Tientsin alone represented more than half the total imports. Naturally, it could not be assumed that the entire quantity was used for illicit purposes. The Hong-Kong figures gave details of imports and of the transit trade. The Macao figures only gave stocks in the pharmacies, which were not large.

It was for the Advisory Committee now to consider whether the statistical information received was of use, and whether Governments should continue to supply it.

*The Committee decided that the enquiry should be continued.*

#### 1183. Enquiry into the Manufacture and Use of Acid Acetic Anhydride (document O.C.1593(b)).

M. RENBORG (Secretariat) recalled the Committee's decision at the last session<sup>3</sup> that the results obtained from this enquiry were not commensurate with the trouble involved in collecting the statistics. It at the same time felt that Governments should be warned of the dangers inherent in the possible use of acid acetic anhydride for the illicit manufacture of heroin and should be requested to give special attention to the movements of this commodity. The Secretariat was requested to study certain economic and commercial aspects of the question and certain technical and scientific points raised in the course of the discussion. The Secretariat had endeavoured to do so with the assistance of M. de Myttenaere and of experts in the Board of Trade of the United Kingdom. The results of that study were contained in document O.C.1593(b).

<sup>1</sup> See minutes of the Eighteenth Session of the Committee, page 56.

<sup>2</sup> See minutes of the Twenty-first Session of the Committee, page 24.

<sup>3</sup> See report of the Committee to the Council, document C 278.M.168.1936.XI, page 6.

Colonel SHARMAN (Canada) raised the question whether the Canadian figures given on page 7 of the document related to 1935 or 1936. He thought they referred to 1936, since they showed an export of over 1 million kilogrammes.

M. RENBORG (Secretariat) said he would look into the point.

*The conclusions of the report were adopted.*

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#### FOURTH MEETING (PUBLIC).

*Held on Wednesday, May 26th, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1184. Examination of the Report by the Sub-Committee on Seizures on the Work of its Ninth Session (document O.C.S.306).

Mr. FULLER (United States of America), who submitted the report of the Sub-Committee, remarked that it had been compiled from information received in the past twelve months. That information was better and more extensive than ever before. In the drawing up of the report, every endeavour had been made to be fair, thorough and frank.

##### I. INTRODUCTION. (QUESTION OF THE METHOD OF APPLYING ARTICLE 23 OF THE 1931 CONVENTION.)

M. DELGORGE (Netherlands), referring to the following passage :

“ . . . some of the Governments parties to the Convention of 1931 have not yet begun to supply the individual seizure reports called for by Article 23 of that Convention, but still content themselves with making statements only once a year, in their annual reports or separately; and the Sub-Committee ventures to express the hope that these Governments may soon find it possible to meet the obligation imposed by Article 23 of the Convention under reference,”

said that the Convention called only for reports on important cases. For minor cases, a short general summary was sufficient.

Mr. FULLER (United States of America) pointed out that this passage had been inserted because the Sub-Committee found that many important cases were not included in the separate reports.

M. DELGORGE (Netherlands) declared himself satisfied with Mr. Fuller's explanation.

Dr. CARRIÈRE (Switzerland) asked if it were desired, in cases where a country had no important seizures to report, that it should nevertheless send in a quarterly report. This question was of practical interest to Switzerland where seizures were few and very unimportant.

Mr. FULLER (United States of America) replied that there was no necessity in such a case for a report. Article 23 of the Convention only referred to important and significant cases. But separate and individual reports should be sent in for important cases as soon as possible after receiving news of the seizure.

Colonel SHARMAN (Canada) was glad to hear the point discussed, since, during the last year, he had been in doubt as to the correct procedure. Canada always reported important seizures, and kept minor cases for the annual report. As an example, during the last year there had been a number of small cases of illicit heroin traffic in Winnipeg. When such number had reached twenty, however, a report was sent to show the general trend of the situation. Was that the right procedure?

Major COLES (United Kingdom), speaking as a member of the Sub-Committee on Seizures, said that the paragraph of the report in question was not intended as a criticism of countries sending in seizure reports; it was meant for countries which were in the habit of sending in only annual reports including cases of importance which should have been mentioned separately.



M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read the first part of Article 23 of the 1931 Convention :

"The High Contracting Parties will communicate to each other, through the Secretary-General of the League of Nations, as soon as possible, particulars of each case of illicit traffic discovered by them which may be of importance either because of the quantities involved, or because of the light thrown on the sources from which drugs are obtained for the illicit traffic, or the methods employed by illicit traffickers."

During the past year, he had discussed this question unofficially with some of the permanent delegates, and they had expressed the view that the documentation on opium questions was too abundant. It was often difficult to judge the international importance of a case; a seizure might be of great interest to two neighbouring countries and of little international importance. He therefore proposed that the Committee should express an opinion as to the desirability of asking Governments if they were satisfied with the quarterly summary, or if they would prefer every seizure to be communicated to them separately and immediately.

M. CARNOY (Belgium) remarked that it was difficult for representatives to give a definite answer, since their respective Governments had not been consulted. In general, Belgium would be satisfied if cases of special interest to Belgium were reported to it.

Dr. CARRIÈRE (Switzerland) said that his Government would be content with quarterly statements, to the exclusion of the so-called "individual" reports, except with regard to important cases. It thought that this method of procedure would have the advantage of avoiding the risk that reports dealing with important cases might be lost in the mass of reports concerning cases of no real importance which were at present sent to Governments. As regards the quarterly summary itself, which it was suggested that those Governments having nothing to report should not be required to send, Dr. Carrière wondered whether it would not be preferable to maintain the obligation in this particular case. Since all Governments were not yet applying the Conventions with the same exactitude, the absence of a quarterly summary would not necessarily mean that there had been no seizures. By asking Governments to send the report even in cases where they had nothing to say and the report were simply a blank sheet, it seemed that a more precise, more complete view of the illicit traffic would be obtained.

M. DELGORGE (Netherlands) thought that the Director's question was a difficult one. The Convention mentioned *important* cases; but there might be different interpretations of the importance of a case. Some Governments considered a case to be important if large quantities of drugs were seized; the Netherlands Government did not agree with that criterion. Again, if all seizures had to be reported, Government officials would be overburdened with work. In reply to Dr. Carrière, M. Delgorge pointed out that the quarterly summary reports were not mentioned in the Convention. The best course was to report only important seizures, and to send in at the beginning of every year a special report containing a statement of the minor seizures effected during the preceding year.

Luang BHADRAVADI (Siam) reminded the Committee that his Government sent in regularly special reports of important seizures and quarterly reports containing all seizures. Was he to conclude that it was enough for Governments to send in only important individual cases, together with an annual report summarising the other cases?

Dr. SCHULTZ (Austria) pointed out that, for the purposes of the campaign against the illicit traffic in narcotic drugs, it was necessary that all countries should have as complete information as possible. Any proposal tending to reduce that information was bad. On the other hand, it was equally bad to have too much information. Article 23 of the Convention clearly defined the cases to be considered as important. The Governments therefore had only to follow Article 23. He, personally, did not want the information given to be reduced.

He suggested that the Secretariat should carry on as usual, sending to the Governments all information received, and that the Governments should continue to follow Article 23. The system of quarterly reports was not entirely satisfactory, since they invariably arrived too late. It was important for Governments to receive reports as soon as possible.

Dr. Schultz added, in order to avoid misunderstanding, that the quarterly reports were of course of the greatest importance; but the fact remained that they arrived too late. Reports of individual cases could be available almost immediately.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that there were two points of importance : (a) the duties of the Governments, and (b) those of the Secretariat.

As to (a), Article 21 of the 1931 Convention made it obligatory for annual reports to be sent in to the Secretariat. Article 23 of the same Convention defined what was meant by cases of importance. There was no suggestion that Governments should change their procedure in regard to the transmission of seizure reports; a change in that connection would necessitate a new

conference. As regards the form of the reports, Colonel Sharman had shown that Canada could conveniently collect in a general report series of cases of slight importance. Luang Bhadravadi was of the same opinion. This method was in conformity with the Convention, and entirely legitimate. It had the advantage that the various national administrations were informed in a single document of a number of minor seizures.

As to (b), the Secretariat was obliged to communicate to the Governments the reports received. Hitherto, it had strictly followed the instructions given. The Secretariat could itself take no initiative. He had discussed the matter with various representatives, on their initiative, and they had come to the conclusion that the best procedure would be to ask the Chairman of the Sub-Committee to draw up proposals and submit them to the Committee later during the session.

Luang BHADRAVADI (Siam) said that his Government would continue its customary procedure according to Articles 21 and 23 of the Convention and the decision of the Committee. He was not in a position to give his Government's opinion, but thought that it would be satisfied with quarterly reports.

Major COLES (United Kingdom) considered that the discussion was getting rather far from the point at issue. The Convention must be obeyed, and it required that important seizures should be immediately reported. It also defined the word "important" in this connection. It was not for the Committee to interpret the Convention; that was the business of the Governments. All the Committee had to do was to be sure that Governments fulfilled the requirements of the Convention. If they did that, the Secretariat had no option but to circulate the material it received.

Mr. FULLER (United States of America) reminded the Committee that it had been suggested that the Chairman of the Sub-Committee on Seizures should be asked to make a statement for discussion in the Advisory Committee. What statement was he to make? Was he to repeat Article 23 of the Convention? Article 23 was quite explicit; nothing remained to be discussed. The sole object of the sentence under discussion was to bring home to Governments the realisation of their duties. One of the functions of the Advisory Committee was to see that that was done.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the situation was not so simple as it appeared. Article 23 dealt with rights as well as duties. If a Government wished to give up a certain right, the Secretariat would find itself in a very difficult position. He had been approached by several of the permanent delegates on this point, which had also been raised in the Supervisory Commission. He had replied that it was a conventional obligation. In any case, even if the discussion led to no definite decision, he was pleased that it had taken place owing to the difficult position of the Secretariat in this matter.

The CHAIRMAN said that there was no decision to be taken by the Committee, and that the question should therefore be dropped. If Governments wished to be informed only of the most important cases, the Secretariat could agree to their wishes. No Government had yet expressed that desire; for that reason, no change would be made in the present procedure.

M. DELGORGE (Netherlands) suggested that the Chairman of the Sub-Committee on Seizures should be invited to replace the words "individual seizure reports called for by Article 23", by the words "individual reports of important seizures called for by Article 23". In his opinion Governments should be asked whether they would be satisfied with quarterly reports or whether they wanted fuller information.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Secretariat would be only too happy not to take any initiative in the matter. The question could be submitted to the Committee if the Governments made a written request; but, so far, they had only spoken of the matter.

Mr. FULLER (United States of America) agreed with M. Delgorge's first suggestion.

## II. GENERAL TREND OF THE ILLICIT TRAFFIC.

M. DELGORGE (Netherlands) pointed out that the first sentence in this section—"As in previous years, the principal markets for illicit drugs were found in the United States of America, . . . and in the Far Eastern territories where opium-smoking is still authorised"—might give the impression that the authorisation of opium-smoking was a reason for the prevalence of smuggling. The Netherlands Government denied the validity of that implication.

Mr. FULLER (United States of America) suggested that the words "is still authorised" should be changed to "still continues".

M. BOURGOIS (France), referring to the analysis of seizures on page 4 of the report, asked whether the 63.867 kilogrammes of raw opium from Indo-China referred to opium seized in Indo-China, or to opium of the wild Laos tribes seized in Indo-China, but not really in the illicit traffic.

Mr. FULLER (United States of America) replied that the three cases in question were item 283 of document O.C.S.300(b), in which 4 kilogrammes 97 grammes of raw opium were seized, item 394 of document O.C.S.300(c), in which 38 kilogrammes 243 grammes of raw opium were seized, and item 505 of document O.C.S.300(d), in which 21 kilogrammes 527 grammes of raw opium were seized. All those seizures had taken place in Siam.

Colonel SHARMAN (Canada), referring to the labels mentioned in the report of the Sub-Committee, said that these same labels had been found year after year. The Sub-Committee were agreed that these labels were unknown in the East and appeared to be designed solely for America.

M. GAVRILOVIĆ (Yugoslavia) suggested that the sentence of the report, "This traffic points to the existence in Balkan countries of illicit manufacture" should be modified to read: "This traffic indicates that the countries in question have begun to be used as the sphere of activity of illicit traffickers".

Mr. FULLER (United States of America) concurred.

M. GAVRILOVIĆ (Yugoslavia) took the opportunity to express his pleasure at representing his Government for the first time in the Committee, with whose work he had been indirectly connected for some years in the capacity of member of the Permanent Narcotics Board, the advisory body of his Government for the question of narcotic drugs.

It was said that Yugoslavia had for a long time and in an increasing degree been the field of activity of international drug traffickers. That was unfortunately true.

The question had been debated, not only in the League of Nations, but also in the Yugoslav Narcotics Board at its last session, which had taken place at the beginning of the year. The resolution finally adopted at that session was quite clear on the point. The following was a translation of the pertinent part of the resolution:

"The Permanent Narcotics Board takes note that each country has been, until quite recently, infested with the smuggling of opium and other dangerous drugs in ever-increasing proportions. However, during these last three years cases of illicit traffic in narcotic drugs begun to acquire importance, this illegal activity being organised almost exclusively beyond the frontiers of the Kingdom and by individuals possessing foreign nationality."

In another part of the resolution, it could be seen that the Yugoslav Governmental Board dealing with the campaign against illicit traffic had gone further than simple statements, as would be seen later.

M. Gavrilović went on to examine cases of clandestine manufacture of drugs recently discovered in Yugoslavia. In the documentary material of the Sub-Committee on Seizures which the Director of the Opium Traffic and Social Questions Sections had been kind enough to put at his disposal, he found three cases mentioned by the Sub-Committee on Seizures. The cases in question were those of Mazulović, Jovan Jovanović and Stoganović-Jovanović. He had no information regarding the first case, but he had already approached his Government and was sure that a reply from Belgrade would soon arrive. He would ask permission to present this reply to the Committee if it arrived before the end of the session. If not, the information received would be brought to the notice of the Committee in a written communication from the permanent Yugoslav delegation at Geneva.

The case of Stoganović-Jovanović (which was apparently identical with the second case—namely, that of Jovanović) was especially serious from every point of view. He was in possession of the following details. In March 1937, the police authorities discovered at No. 2 Radonić Street, Belgrade, in the workshop of the mechanic Jovan Jovanović, a rudimentary installation for the preparation of opium. The following individuals were also connected with this affair: Djordjo Stoganović (shop-keeper), Stepan Vojinović (chauffeur) and Fridrich Felix (chemist's assistant), all of Belgrade. According to the evidence of the above-mentioned individuals, the opium prepared in this primitive fashion was transported by clandestine means across the frontier into Austria. Jovan Jovanović, Djordjo Stoganović and Fridrich Felix were each sentenced to thirty days' imprisonment and a fine of 12,000 dinars; Stepan Vojinović to thirty days' imprisonment and a fine of 10,000 dinars. The sentence was passed by judgment of the Police Department at Belgrade (No. 4511, March 29th, 1937). It was confirmed by the Minister of Trade and Industry by Decision No. 1477, May 11th, 1937. According to the evidence of the accused in this case, a total quantity of 2,500 kilogrammes of raw opium was prepared, from which about 500 kilogrammes of the prepared drug had been obtained. When the workshop of Jovan Jovanović was raided, 103 kilogrammes 500 grammes of prepared drug and 61 kilogrammes of raw opium were seized.

This was a case of exceptional gravity, and the individuals concerned should certainly have been more heavily sentenced. Unfortunately, the legislation in force in Yugoslavia would not permit of this. It was not necessary to expound the provisions of the Yugoslav Narcotics Law of January 1st, 1932, since they were well-known to all the members of the Committee. At the

last session of the Yugoslav Government Narcotics Board, however, the question of the insufficiency of the existing penalties provided by the law was discussed, together with the possible remedies. The following passage was to be found in the final resolution of the Board :

“ The Board is of opinion that the criminal provisions of our legislation are not sufficiently severe in view of the fact that many illegal acts can only be punished, in conformity with the Narcotics Law, by fines which, in the absence of formal and definite provisions, cannot be replaced by imprisonment, and which very often cannot even be collected owing to the financial situation of the guilty persons. The Board consequently is of opinion that it is necessary to take adequate steps with a view to strengthening the criminal system which can only be done by adopting amendments in the form of law.

“ To this end, it proposes that, *inter alia*, the penalty of imprisonment might be substituted for that of a fine.”

The attitude of the Yugoslav Government Board was sensible and practical. What was the position? Until quite recently illicit operations of great importance on the part of international traffickers had passed relatively unnoticed and seizures had been of negligible importance. The Yugoslav legislature, under these conditions, had taken the view that the maximum sentence of thirty days' imprisonment and a fine of a few thousand dinars was sufficient. But the experience which the Government had unfortunately acquired in recent years had effectively shown that changes must be made, and that the conceptions prevailing at the time of the Narcotics Law should be modified. The Narcotics Board had already taken the first step. The administrative authorities and the Government itself had accepted wholeheartedly the recommendation of the Board, and that recommendation was well on its way to being put into practice.

Mr. FULLER (United States of America) said it was not quite clear what was manufactured at the Belgrade clandestine factory. Was the prepared drug referred to crude morphine, black base or some form of smoking-opium?

Mr. ANSLINGER (United States of America) had two questions to add : (1) Had the police obtained evidence of the work of an international gang and, if so, what gang? (2) Had the police any idea of the destination of the drug?

Dr. SCHULTZ (Austria) asked if the Austrian authorities had been informed of these cases, and if the names of the Austrian correspondents of the traffickers were known.

M. GAVRILOVIĆ (Yugoslavia) said that these questions were difficult to answer on the spur of the moment, but when he had received detailed information he would put it before the Committee, which, he was sure, would be satisfied.

Dr. SCHULTZ (Austria) declared himself satisfied with this answer.

The CHAIRMAN congratulated the Yugoslav Narcotics Board on the action taken to obtain an increase in the penalties inflicted on drug traffickers. If the 1936 Convention were signed and ratified by the Yugoslav Government, it would form a valuable basis for the laudable effort which the latter were already making.

M. GAVRILOVIĆ (Yugoslavia) said he would pass on the Chairman's remarks to the Yugoslav Narcotics Board. He was able to furnish some details concerning the 1936 Convention. At the last session of the Narcotics Board a recommendation had been adopted to the effect that an inter-Ministerial Commission should be set up composed of members of the Ministry of Commerce and Industry, the Ministry for Foreign Affairs, the Ministry of Agriculture, etc., to examine in detail the provisions of the Convention. The Yugoslav Government would shortly arrange for this Commission to meet, and its decisions would be transmitted to the Advisory Committee.

The CHAIRMAN hoped that M. Gavrilović would be good enough to use his personal influence in this connection.

### III. PRINCIPAL CHANNELS OF THE ILLICIT TRAFFIC.

M. BOURGOIS (France), referring to the seizures made in Indo-China, reminded the Committee that he had already made a statement (document O.C./A.R.1935/104) which, with the Chairman's permission, he would now summarise before the Committee.

Indo-China was surrounded by drug-producing countries and was a great centre for smuggling : the enormous difference in price between smuggled and monopoly opium was a great incentive to smuggling. The conditions were quite different in the different provinces; these he would mention in the order in which they appeared in the report.

#### 1. Cochin-China.

In this province, the activities of smugglers were limited owing to the strict supervision and the many difficulties encountered by the traffic in drugs in transit. Seizures were numerous but small. The amount of prepared opium seized in 1935 amounted to 51 kilogrammes 300 grammes.

## 2. Annam.

It was in the north that the drug traffic was most in evidence. About 10 tons of drugs entered Annam yearly. There were different ways of entry: the river, mule tracks, the road and the railway. Some 90% of the seizures in the north of Annam were of raw opium and 10% of opium prepared in Annam itself. In the north of Annam, several hundreds of kilogrammes were transported in convoys either on horseback, in boats or even on the backs of men.

## 3. Laos.

Most of the opium came from China, Burma and the high plateaux of Laos. The convoys coming from Burma could not follow a fixed route, since they were dependent on seasonal changes, the state of the tracks and footpaths, the height of the rivers, etc. Most of the imports were effected by Yunnanese. The larger caravans coming from Yunnan were made up of twelve or fifteen horses or mules carrying on an average 500 kilogrammes of opium. Most of this opium only remained in Laos a short time, and was then diverted to Tonkin and the north of Annam.

## 4. Tonkin.

Tonkin was the region in which the illicit traffic was the most active, chiefly on account of its geographical situation and its 3,000 kilometres of wooded frontier. Contraband opium ready to be smoked was sold two or three times cheaper than monopoly opium. The preparation of the convoys was carried out with great care. The road was prepared by scouts with a perfect knowledge of the country and by the natives, who kept the smugglers acquainted with the least movement of the suppression officers. In the mountains of Upper Tonkin, the drug was transported either by men, on horseback, in boats or on rafts, the boats often having false bottoms. An important point was the improvement made by the smugglers in the quality of the drug transported. A favourite system was to dry the chandu, thus obtaining a concentrated opium which could be carried about in cakes wrapped up in oiled paper and which could be brought back to normal fluidity by the addition of water.

The repressive system had been very well organised. The sentences awarded included a fine varying from 500 to 2,000 francs (which figures must be multiplied by 6 or 10 to bring them to their normal value) and a minimum term of imprisonment of two months. The work of repression fell chiefly upon the Customs and Monopoly officials of Indo-China; but members of other administrations, such as the native guard, the police, frontier police, military police, etc., were also often used. A very complete programme had been drawn up in 1934 and was being methodically followed. A great effort had been made to centralise the repressive system. Numerous observation posts had been set up along the Sino-Tonkinese frontier. The great centres for consumption of the drug were also under strict supervision. The quantity of drugs seized in 1935 was about 1 ton greater than that of the previous year, and amounted to 7,391 kilogrammes of raw opium and 2,141 kilogrammes of prepared opium. Those figures referred to the whole of Indo-China. Twenty-five years previously, the Indo-China Monopoly sold 120 tons of opium annually. That figure had now been reduced to 28 tons. The Monopoly bought its opium abroad, and any profits from the sale of prepared opium were less than the cost of the repressive system. The system therefore was obviously not dictated by budgetary considerations.

*The continuation of the discussion was adjourned to the next meeting.*

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## FIFTH MEETING (PUBLIC).

*Held on Wednesday, May 26th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

### 1185. Examination of the Report by the Sub-Committee on Seizures on the Work of its Ninth Session (continuation) (document O.C.S.306).

#### II. GENERAL TREND OF THE ILLICIT TRAFFIC (continuation).

#### III. PRINCIPAL CHANNELS OF THE ILLICIT TRAFFIC (continuation).

M. PILOSSIAN (Iran) regretted that he had been prevented by ill-health from attending the earlier meetings. He requested the Committee to reopen the discussion on certain passages in the Sub-Committee's report which he could not accept.

He referred to the following passage in the report (Section II, page 4) :

" Raw opium seized in the illicit traffic was mainly of Iranian and Chinese origin; but mere comparison of the total quantities does not give one an accurate picture of the situation.

"An analysis of documents Nos. O.C.S.300(a), (b), (c) and (d) shows that of the cases in which the origin of part or all of the raw opium seized was definitely stated :

36	cases	showed	kg.	3,086.685	of Iranian origin;
17	"	"	kg.	2,302.946	of Chinese origin;
2	"	"	kg.	267.000	from Yugoslavia;
3	"	"	kg.	63.867	from Indo-China;
1	"	"	kg.	51.750	from the British Shan States."

According to these figures, the opium stated to be of Iranian origin constituted 54 % of the total shown in the table. The total amount of opium in the illicit traffic, as shown in the Summary of Illicit Transactions and Seizures for 1935, was about 200 tons, and it was inconceivable to him that Iran should have supplied 54 % of that amount.

The Sub-Committee's report did not give an accurate picture of the situation. He would be interested to know, for instance, how the origin of the opium had been established : absolute reliance could not be placed on the labels or on the kind of opium seized. Even if he were prepared to accept the figure of 3,086 kilogrammes 685 grammes, the proportion would be not 54 %, but only 1½ % of the total. That percentage was quite possible, and he would have no objection to a statement on those lines. But if, out of some thousands of seizures, only a certain number were selected for purposes of analysis, the results could not possibly reflect the true facts. To base the report to the Council on the picture given in the Sub-Committee's report would convey quite a false idea. He asked that the analytical list should be deleted, or alternatively that the passage in question should be redrafted.

He referred next to the following passage in the Sub-Committee's report (Section II).

"The reports before the Sub-Committee indicate that practically all of the raw opium seized elsewhere than in Asia, and a very material proportion of that seized in Asia, aside from that covered by one seizure report referred to as listing seizures at Laokay, was of Iranian origin. The movement of Iranian opium appears to have been from Iran to the Far East and thence to Europe or via Europe to North America."

That passage seemed to indicate that all the raw opium seized in Europe and North America was of Iranian origin. A reference to the French report for 1935 would show, however, that of approximately 1,250 kilogrammes of opium seized in France not one fraction was of Iranian origin. This figure had been taken from the Permanent Central Opium Board's reports.

Lastly, he referred to the following passage in the Sub-Committee's report (Section III) :

"A notable feature of the channels followed by the illicit traffic in raw opium to North America (the United States and Canada) is found in the fact that the opium, almost all of which was of Iranian origin, had moved from Iran to the Far East, thence to Europe and thence to the Atlantic coast of North America. All material seizures of raw opium in the United States were effected in the North Atlantic coast area."

M. Pilossian was not in a position to say whether all the raw opium seized in North America was or was not of Iranian origin. He could, however, state that direct commercial relations existed between the Persian Gulf and North America and that no Iranian national had been implicated in the illicit traffic. Strict control was exercised by the Iranian authorities and no leakage could occur without their knowledge, so that such traffic was impossible. The report said that the route followed was from Iran to the Far East, thence to Europe and thence to North America. The normal route would be direct. If an indirect route were being followed, the Governments should trace it stage by stage and ascertain who was implicated at the various points. The suggestion in the report that the Iranian authorities were implicated in the illicit traffic was quite inadmissible. He asked for greater care and impartiality in the drafting of the text.

The report as it stood was a contradiction of the facts. He proposed that it should be substantially amended, and asked the Committee to remember that the Iranian Government was sincerely desirous of co-operating with other Governments in suppressing the illicit traffic. He would be grateful if other countries would notify the Iranian authorities of any cases that they might discover involving opium of Iranian origin and if they would themselves endeavour to ascertain where the responsibility lay.

Mr. FULLER (United States of America) thought that the representative of Iran was not quite clear what the Sub-Committee's report dealt with—namely, the illicit traffic in 1936. M. Pilossian had quoted figures relating to the illicit traffic in 1935, which was quite a different matter. The Sub-Committee had deliberately drafted its report in that form, because a noticeable feature in 1936 had been the increase in the spread of Iranian opium to nearly all over the world. It was not for the Sub-Committee to question the reports of Governments. The table and first statement referred to by the representative of Iran were based on Government reports. The total number of cases reported was 472, and in about half of them the origin of the drug was stated. No one had levelled any accusation against the Iranian Government and no reflection was intended on that Government or on the measures in force in Iran. The Sub-Committee had simply stated the fact that a very large proportion of the raw opium seized was of Iranian origin.

Speaking from his personal knowledge he could say that practically all the raw opium seized in the United States was stated to be, was labelled, and was found on analysis to be, of Iranian origin. Those cases had been reported to the Iranian Government, with such clues as existed, and the Government had had an opportunity of tracing them.

As to the route followed—from Iran to the Far East, thence to Europe and thence to North America—the Committee's statement was substantiated by labels, tax stamps and other information, all of which was available to the Sub-Committee and to the Iranian Government.

The Sub-Committee would not be justified in suppressing the facts brought to its knowledge through the seizure reports.

Colonel SHARMAN (Canada) said that Mr. Fuller's remarks were borne out by his own experience of seizures in Canada. He referred to one case reported to the Secretariat, with photographs in support. He had examined it personally and was familiar with the "A and B" Monopoly labels and with the appearance of the opium, which was the same as that found in the lawful traffic. There was proof that the opium so labelled went to China and thence to Antwerp, where it passed into the illicit traffic, into the hands of a man whose name was known to the authorities, and thence to Canada. The photograph showed the "A and B" Monopoly label on one side, and the Chinese stamp on the other.

It was a common practice in the illicit traffic to choose the easiest, though not necessarily the shortest, route. The position was the same in regard to white drugs. The Egyptian Government's report contained the following passage :

"Incidentally, Egypt would thus be doing a fine international work by intercepting the large consignments of heroin which are now regularly passing through the Suez Canal from the Far East to European ports for shipment to America" (page xiv).

M. PILOSSIAN (Iran) realised that the Sub-Committee's report would not be submitted to the Council. At the same time, it was one of the documents on which the Committee's report to the Council would be based. He had mentioned the figures for seizures in France in 1935, as that was the last year for which complete statistics were available. The greater part of the opium seized in Europe in 1935 was not of Iranian origin, and it was improbable that January 1st, 1936, was a turning point, or that Europe now received opium only from Iran. His impression was that the 1936 reports had not been properly scrutinised. He would be grateful if the Director would ask the Secretariat to verify the figures. He was anxious that no unjustified criticism should be levelled against the Iranian authorities, who were only too anxious to prevent illicit traffic. If it were proved that such traffic were carried on in Iran or by Iranians the Government would certainly be anxious to intervene.

M. Pilossian repeated that there were no reports of illicit traffic on boats leaving Iran and that no Iranian national had been implicated in seizure cases. The Iranian Government would welcome the efforts of other Governments to trace back seizures and to ascertain with whom the responsibility lay. So far, the charge brought against Iran in the Sub-Committee's report appeared to rest not so much on proved cases as on a more general criticism.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Sub-Committee on Seizures had made a careful examination of the seizure reports. Greatly as he appreciated M. Pilossian's mark of confidence, he did not think that the Secretariat could produce more reliable results. He added that, under Article 23 of the 1931 Convention, every seizure report received by the Secretariat from Governments was communicated to the parties to the Convention. He regretted that the representative of Iran had not been present at the previous meeting, when the question of seizure reports had been discussed in detail.

Dr. CARRIÈRE (Switzerland) thought the Committee would be pleased to learn from M. Pilossian that the Iranian Government was exercising strict control over the traffic in drugs. It would be naturally inferred from that statement that the Iranian Government was applying the system of export- and import-certificates, which was the only method that could ensure the efficacy of control. Dr. Carrière would be very glad if M. Pilossian could confirm that conclusion, since, at a previous session<sup>1</sup> of the Committee he had stated that, as Iranian legislation did not provide for that system, the Government was not obliged to apply it. Further, Dr. Carrière noted that the Iranian Government had not yet ratified the 1925 Convention, and pointed out how desirable it would be for that ratification finally to be given.

RUSSELL Pasha (Egypt) said that the Egyptian Government was getting more and more anxious about imports of what it believed to be opium of Iranian origin. The oil trade in Egypt had increased, as the refineries at Suez, originally established to deal with the products of the Egyptian oilfields, now took oil from the Persian Gulf, which was conveyed by all sorts of tankers. No actual proof of origin existed and no big cases were involved, but there were an increasing number of seizures of opium brought into Egypt by those tankers. One point was of interest : the drug reached Egypt with Government labels—or what might be well-forged Government labels—which seemed to be easy to get and would of course facilitate smuggling. He suggested that the Iranian Government might wish to take steps to prevent this. The problem was becoming really serious, as opium believed to be of Iranian origin, was being smuggled through Syria and Palestine and the desert into Egypt. This involved heavy expenditure on desert patrols.

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<sup>1</sup> See minutes of the Twentieth Session of the Committee, page 57.



Colonel SHARMAN (Canada) said that the remarks of the Iranian representative criticising the Sub-Committee's report should not be allowed to pass without comment; he had said that 54 % of the opium in the illicit traffic was alleged to be of Iranian origin. That was not the case : the report simply said that, in fifty-nine cases, the origin was stated, and that, in thirty-six of these, the drug was shown to be of Iranian origin. True, that did represent 54 % of the cases mentioned in the analysis. But that was different from saying that 54 % of the opium in the illicit traffic was of Iranian origin. That might or might not be the case.

M. PILOSSIAN (Iran) regretted that the Secretariat could not check the data given in the Sub-Committee's report. He repeated that it was obvious from the information before the Committee that not all the opium seizures in Europe—indeed, only a small proportion of them—concerned opium of Iranian origin. Two seizures, involving a very large amount and effected, it appeared, in Europe, concerned opium of Yugoslav origin. He understood from M. Bourgois that there had been no seizures of Iranian opium in France in 1936, and the Chairman would, he thought, bear out the statement that there had been none in Poland in 1936.

Colonel Sharman's explanation satisfied him personally. But he would ask the Committee, nevertheless, to omit the analytical table, to which he objected on the grounds that it did not give a representative picture of the various kinds of opium seized. He asked that his views might be taken duly into consideration when the Committee was framing its report to the Council, which would be based to some extent on the Sub-Committee's report.

In one of the documents before the Committee it was said that, in Egypt, the major part of the opium seized was of Balkan origin. Russell Pasha had stated at the present meeting that tankers were bringing Iranian opium to Egypt. Once again he would observe that if the object were to smuggle drugs to America, the obvious way would be to convey them by a direct route.

The "A and B" label referred to by Colonel Sharman closely resembled that used some five years previously by the private concessionnaire exploiting the "A and B" Monopoly. The Monopoly in Iran was now in the hands of the State. It would be interesting to enquire how those labels, dating back five years, had got to Canada. They were probably forged. Cases of alleged Iranian opium—like any other seizures—should be carefully scrutinised in the light of the passage in the Sub-Committee's report which read (Section II) :

" . . . there were very few cases in which genuine drug manufacturers' labels were found. In cases where the labels were genuine, they were either old or connected with cases where the drugs had been regularly exported and diverted into the illicit traffic in the importing country."

Reverting to the analytical table, M. Pilossian said that it was worthless as a guide. The percentages shown were as follows : opium, of Iranian origin 54 %, of Chinese origin 40 %, of Yugoslav origin 5 %, from Indo-China 1 %, from the British Shan States 0 %.

As Dr. Carrière had mentioned, Iran had not ratified the 1925 Convention. The Iranian Government was not therefore under any obligation to observe the provisions of that instrument. The fact, however, that Iran had now instituted a State monopoly meant that it was impossible for any leakage of opium into the illicit traffic to take place.

Mr. FULLER (United States of America) stated that the seizures of raw opium brought before the Sub-Committee in 1936 numbered 102. He pointed out that the second passage quoted by the representative of Iran at the beginning of the discussion referred to raw opium seized in "Asia" and "elsewhere than in Asia". There was no specific mention of Europe. Of the raw opium seized elsewhere than in Asia, practically all was said to be of Iranian origin.

The CHAIRMAN said that neither he nor the Chairman of the Sub-Committee was prepared to amend the Sub-Committee's report on the lines suggested by the representative of Iran, whose observations would, however, be duly recorded in the Minutes. He stated that Poland had had no opium seizures to report, and that the question of opium of Iranian origin had not arisen.

The Committee would be glad if the Iranian Government could see its way to ratifying the 1925 Convention, in the framing of which the Iranian delegate had played so useful a part. The Committee entertained no doubt whatsoever as to the goodwill and ready co-operation of Iran in endeavouring to suppress the illicit traffic.

*The continuation of the discussion was adjourned to the next meeting.*

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## SIXTH MEETING (PUBLIC).

*Held on Thursday, May 27th, 1937, at noon.*

*Chairman : Dr. CHODZKO (Poland).*

### 1186. Examination of the Report by the Sub-Committee on Seizures on the Work of its Ninth Session (continuation) (document O.C.S.306).

#### III. PRINCIPAL CHANNELS OF THE ILLICIT TRAFFIC (*continuation*).

##### 2. *Prepared Opium.*

M. PILOSSIAN (Iran) noted the statement that prepared opium intended for the illicit traffic in the United States and Canada was a blend of Chinese and Iranian opium and was of a brand not well known in China. He wished to state that there were no grounds for stating definitely that the opium in question included Iranian opium.

#### IV. NOTABLE FEATURES PRESENTED BY THE ILLICIT TRAFFIC IN SPECIFIC COUNTRIES.

##### *Tunis.*

M. BOURGOIS (France) said that, during the year 1936, the illicit traffic in drugs had suddenly developed in Tunis in an alarming manner. The danger was so great and the contagion took hold of the youth of Tunis with such rapidity that radical measures were necessary.

A commission consisting of officials, magistrates, doctors, pharmacists, transport agents and representatives of the police had been convened in October by the Secretary-General of the Tunis Government in order to prepare draconian repressive measures.

A decree issued on October 29th, 1936, provided for unusual penalties, which were automatically to be applied by the courts and without any provision for extenuating circumstances or suspended sentences (*sursis*). All classes of offenders had been provided for and separately mentioned. Officials committing or being accessory to offences were treated with even greater severity.

The decree, which had been strictly applied, had resulted in Tunis being cleared of traffickers and consumers of drugs in three months. A gramme of "white powder", which had been sold by traffickers at 44 francs in October 1936 had suddenly risen to 225 francs. This was evidence of the rarity of the drug and also of the good results obtained by active search and the strictest measures of suppression.

The decree provided for a term of imprisonment of one to five years and also a fine of 2,000 to 20,000 francs for certain categories of offenders.

The courts must order the confiscation of the substances, utensils and materials seized, the furniture and fittings of the premises, and must also order the closing of the premises for at least one year, the period to be, however, not less than the term of imprisonment. In all cases covered by that same article, the courts were also instructed to order *interdiction de séjour* for a term of from five to ten years.

If the victim of the offence covered by the article were a minor, the minimum penalty was two years' imprisonment and a fine of 5,000 francs.

The courts could prohibit the offender from carrying out his occupation in connection with which the offence had been committed for a maximum period of two years. Any breach of the provisions of a sentence or of the law prohibiting the offender from carrying on his occupation would be punished by a fine of from 500 to 5,000 francs and imprisonment for a term of six days to two years. During that period and subject to the same penalties, the offender could not be employed, in any capacity whatever, in the business which he carried on, even if he had sold it, let it or placed the management in the hands of others. He could not be employed in the business if carried on by his wife, even though living separately.

If a person transporting any of the substances enumerated in table B of the decree or his accomplice were the owner of the means of transport, the latter would be seized by the officials who had discovered the offence, and the Court would order the confiscation of such means of transport, whenever the laws or regulations in force had been broken by the said transport.

If a person transporting any of these substances was the employee or agent of the owner of the means of transport in any capacity whatsoever, the said owner would be brought before the competent court—without prejudice to the civil responsibility he might have incurred—and sentenced to a fine of from 10 to 40 francs per half gramme of the substance transported.

If one of the offenders or accomplices in an offence provided for by the decree was an official and the offence was committed by him in the exercise of or in connection with the exercise of his duties, he would be sentenced to not less than three years' imprisonment, and the sentence would also involve dismissal.

Any person preventing the responsible officials from investigating breaches of the decree were liable to a fine of 500 to 1,000 francs.

The substances seized in application of the decree were to be destroyed.

He thought it was interesting to note the extreme rapidity with which the outbreak of drug addiction had occurred in Tunis and the efficacy of the stringent measures taken by the authorities.

RUSSELL Pasha (Egypt) asked M. Bourgois to what class of people the addicts belonged, and whether they came from the town or the country. He also enquired whether there was any particular cause for this outbreak of addiction, and, further, what was the origin of the drugs.

M. BOURGOIS (France) said he had no detailed report on the subject, but would obtain the desired information.

The CHAIRMAN, in thanking M. Bourgois for his statement, referred to the discussion which had taken place at the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs in respect of the question of confiscation. He was glad to see that the measures taken by the French Government in that respect anticipated the ratification of the Convention. He also noted that the suspension of sentences (*sursis*) had been abolished by the authorities in Tunis, and thought that the action was justified under the circumstances.

M. BOURGOIS (France) wished to add that the closing of premises referred not only to premises where the drugs were consumed but also to cafés, etc., where they could be obtained.

#### Shanghai.

M. BOURGOIS (France) wished to draw attention to the new situation created in Shanghai. Two years previously he had given a description of the radical measures taken by the authorities, as the result of which it was now possible to state that the position had greatly improved. In 1935, 762 house searches had taken place, and 960 cases had been brought before the courts. Of those, 13 related to the preparation or manufacture of drugs. Between the years 1933 and 1935 the number of arrests had decreased by 8,000, which was evidence of the exodus of traffickers from the territory. The sentences to imprisonment amounted to a total of 80,000 days. The quantities seized had been 124 kilogrammes of red pills, containing 30% to 40% of opium residue or impure opium, 16 kilogrammes of morphine, and 2 kilogrammes of heroin.

As an instance of the decline in the traffic, M. Bourgois gave the following figures regarding seizures :

	(In kilogrammes)		
	Opium	Morphine	Pills
1933 .....	175	9	975
1935 .....	13	7	124

The total sentences had declined from 232,000 days in 1933 to 30,000 days in 1935.

Those figures gave ground for the hope that, in a few years, the illicit traffic in Shanghai would be entirely overcome.

M. CHEN Ting (China) expressed his satisfaction at the improved position in Shanghai.

The CHAIRMAN requested M. Bourgois to communicate to the French representative at Shanghai the congratulations of the Advisory Committee.

#### Japan.

M. YOKOYAMA (Japan), referring to the passages in the report relating to Japan, noted that a reference was again made to the inadequacy of the penalties. In the previous year, he had visited Japan and had concentrated his efforts on increased co-operation between Japan and the League of Nations and, in particular, the Advisory Committee. The Advisory Committee's view regarding the inadequate penalties in Japan was fully realised in that country. Japan was, however, a constitutional country, and legislative changes were necessarily slow, since it was first essential to educate public opinion. This was difficult when dealing with the subject of narcotic drugs, because there was no danger of drug addiction in Japan—except possibly by contamination from Koreans.

He desired to inform the Committee of the difference between the penalties in Japan proper and in its various colonial possessions. For instance, in Japan the Opium Law provided for a maximum penalty of two years' imprisonment, or a fine of 1,000 yen, whereas the Drug Regulations provided for only three months' imprisonment and a fine of 100 yen. The Penal Code had, however, raised the maximum penalty for opium offences to seven years. It would therefore be seen that the penalties for drug offences were much lower than in the case of opium offences.

In Chosen, the opposite was the case, since the Government Opium Decree provided penalties up to two years' imprisonment and a fine of 1,000 yen, while the Decree on Narcotics provided for five years' imprisonment and a fine of 5,000 yen.

In Taiwan (Formosa), the Opium Decree provided for five years' imprisonment and a fine up to 5,000 yen, while the Drug Regulations only provided for one year's imprisonment and a fine of 200 yen.

In Kwantung, the Opium Decree provided for three years' imprisonment and a fine of 3,000 yen, while the Drug Regulations provided for only one year's imprisonment and a fine of 200 yen.

M. Yokoyama wished to assure the Committee that the Japanese authorities were fully alive to the need for increasing the penalties, and also for bringing the regulations in the various territories into line. When in Tokyo, he had been informed that the authorities intended to ratify the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, and this would necessarily call for the co-ordination of the laws on the subject. This the authorities were now endeavouring to do. M. Hotta was working actively on the subject, while M. Sato, formerly a member of the Advisory Committee and now Minister for Foreign Affairs, was also keenly interested in it.

He wished to add that the draft Law which was now under consideration was known as the Narcotics Law and was on the same lines as the already existing Opium Law.

Mr. FULLER (United States of America) was sure that his colleagues on the Committee who had in the past called attention to the inadequacy of the Japanese penalties would be greatly gratified at the step already taken in Chosen and the proposed legislation in Japan. He hoped that, at the next session, M. Yokoyama might be able to give further information regarding the progress made in that respect. He would suggest that a passage be inserted in the report to the Council taking note of the Japanese Government's action and expressing the appreciation of the Committee.

Colonel SHARMAN (Canada) desired to add the expression of his appreciation of the statement made by the Japanese representative. Canada had suffered for years from the influx of drugs from Japan, and he therefore welcomed the assurance given by M. Yokoyama.

Major COLES (United Kingdom) and the CHAIRMAN associated themselves with these remarks.

*The continuation of the discussion was adjourned to the next meeting.*

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#### SEVENTH MEETING (PUBLIC).

*Held on Thursday, May 27th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1187. Examination of the Report by the Sub-Committee on Seizures on the Work of its Ninth Session (continuation) (document O.C.S.306).

##### IV. NOTABLE FEATURES PRESENTED BY THE ILLICIT TRAFFIC IN SPECIFIC COUNTRIES (continuation).

###### *Bulgaria.*

M. SILIANOFF (Bulgaria) had taken note of the first sentence in this section of the report reading as follows :

“ No penal charges were brought, as the legislation contains no provisions in regard to prosecution. All the traffickers and their accomplices were fined.”

He would bring this sentence to the notice of the competent authorities in Bulgaria. An extension of the sentence of imprisonment to serious offences was at present under consideration. This was moreover implied by the words “ at present ” in the following paragraph of the report :

“ Although there is at present no provision in the laws in force for imprisonment and the fines are relatively low, preventive imprisonment during the investigation, together with the fines imposed and confiscation, has been sufficient for the most part to discourage both foreign traffickers and the Bulgarians who became their accomplices, usually because of poverty, and were cleverly exploited by the foreign traffickers.”

In view of the fact that the problem was under consideration, he suggested that the words “ as yet ” should be substituted for “ at present ”.

*M. Silianoff's proposal was adopted.*

###### *Hong-Kong.*

M. DE VASCONCELLOS (Portugal) pointed out, with reference to the Macao permits discovered, it would seem, in connection with the opium seized on a fishing junk in Hong-Kong Harbour, that a distinction should be made between Macao proper and the Macao region, which was not under Portuguese control. One of the labels found on the opium in question had been discovered to be forgery and the forgers had been sentenced.

*Mexico.*

M. TELLO (Mexico) drew attention to an experiment recently made in Mexico, which showed the very great importance of international co-operation in the matter of narcotic drug control. Very precise information having come to hand that certain traffickers intended to use Mexico as the base of their operations, the authorities had been able to take rapid and energetic steps to prevent this. The leader of the gang had been expelled and had committed suicide on his way to New York. A second member of the gang had also attempted suicide.

The Government had taken the following decisive steps for the suppression of the traffic :

- (1) A special department of the Ministry of Public Health had been set up;
  - (2) Existing penalties had been increased; the provisions for release on bail had been tightened up;
  - (3) The police had examined the files and made a list of all persons previously convicted.
- These persons would be kept under observation in future.

M. Tello wished to draw the Committee's attention to the keen interest taken by the Mexican Government in the campaign against the abuse of drugs and to thank the United States authorities for the information which they had always so readily supplied.

Mr. FULLER (United States of America) expressed his appreciation of the co-operation between the Mexican and the United States authorities. There had recently been a great increase in anti-narcotic efforts in Mexico, and he hoped that an even closer collaboration would be possible in the future. Just before he left the United States of America, the Mexican Government had sent an official to Washington who had been unable to continue his journey owing to illness. However, Mexico was to send another representative in the near future.

*The Committee adopted the report of the Sub-Committee on Seizures and decided that it should be annexed to its report to the Council.*

#### **1188. Question of Closer Collaboration between Certain Latin-American Countries and the Advisory Committee : Proposal by the Representative of Uruguay.**

M. DE CASTRO (Uruguay) said that the situation as regarded co-operation between certain of the nineteen countries of Latin-America and the Committee was not entirely satisfactory. Some of the countries had regularly sent in annual and quarterly reports. Others had failed to do so. This had been the case for some years. The situation in those countries was much the same as in Japan. There was no public opinion in favour of the campaign against the illicit traffic in narcotic drugs. For that reason, the Parliaments were apathetic. In Japan, eminent men had taken it upon themselves to enlighten public opinion and thus to encourage Parliament to further action. He expressed the hope that the Latin-American countries might follow Japan's example.

Another difficulty was that delegates very often had no direct communication with the competent authorities in their own country. Communication by letter was not sufficient. After studying the problem, M. de Castro wished to make the following practical suggestion : that the Committee should bring to the attention of the Secretary-General the interest and practical utility of a tour of Latin-American countries which were not carrying out their treaty obligations by a high official of the Opium Section. He suggested for this mission M. Ekstrand, the Director of the Opium Traffic and Social Questions Sections, former Swedish Minister in several Latin-American countries, who had a great experience of the question. The idea was not new. The International Labour Office and the League of Nations Secretariat had, on several occasions, despatched officials on similar missions. M. de Castro felt sure that the expenditure would be justified.

M. TELLO (Mexico) said that he had not consulted either his Government or its delegate, but he felt sure that they would agree to this proposal. He would like to point out, however, that there must be no suggestion that the purpose of the visit was to remind Governments that they had failed to carry out their obligations; the mission would be solely intended to establish closer contact between the Committee and those countries. Mexico had always sent in its reports regularly. For that reason, and in order to avoid any misunderstanding, he would like the first country visited to be Mexico.

The CHAIRMAN pointed out that the problems involved did not concern Mexico, Uruguay or Venezuela, which had always carried out their obligations. In the case of other countries, which were perhaps too large and too remote for written communications, a closer and more personal contact seemed necessary. He would ask the Rapporteur, Major Coles, to prepare a resolution for insertion in the report to the Council.

*M. de Castro's proposal was adopted.*

**1189. Consideration of the Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1935.**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) reminded the Committee of the resolution that, in future, reports were to be printed *in extenso* and that the Secretariat was to replace the summaries previously made by an introductory or analytical study of the reports. The statistical tables, however, were to be retained.

**ANALYTICAL STUDY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1935**  
(document O.C.1679).

**I. COUNTRIES OR TERRITORIES WHICH HAVE SENT OR HAVE NOT SENT THEIR ANNUAL REPORTS : CASE OF THE COMMONWEALTH OF PHILIPPINES.**

Mr. FULLER (United States of America) reminded the Committee that there had recently been a change in the organisation of the Government of the Philippine Islands which were now called the " Commonwealth of Philippines ". Reports from the Philippines had previously always arrived too late. Before leaving Washington, he had interviewed the President of the Commonwealth of Philippines and could assure the Committee that steps would be taken to furnish these reports promptly and fully in future. They would be put into final form by the central organisation in Washington called for by the Limitation Convention, and would be sent to Geneva by the Department of State at Washington.

**II. ANNUAL REPORTS RELATING TO RAW OPIUM AND OTHER DANGEROUS DRUGS.**

**A. General.**

**I. Laws and Publications.**

*France.*

M. RAZET (France) said that in France the 1935 Decree specifying the maximum quantities of drugs to be manufactured by factories and stocked by pharmacists had been applied with complete success.

*Latvia.*

Dr. CARRIÈRE (Switzerland) could not understand the paragraph referring to Latvia (page 7). It read as follows :

" Two Decrees were issued during the year. One of them forbade doctors to prescribe and pharmacies to deliver, even on a medical prescription, the following : morphine, alaudan, pantopon, omnopon, pavopine, and cocaine as such, as well as solutions or mixtures containing more than 0.5 grm. of these substances. The other decree forbade the use of diacetylmorphine as from September 20th, 1935."

Did this mean that pharmacists were authorised to sell in particular solutions containing 0.5 grm. of morphine, which was quite a large amount (the maximum daily dose of morphine allowed by the pharmacopeia was 0.1 gramme!), or was there not rather an error in the text which should read 0.5 % instead of 0.5 gramme?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) regretted his inability to reply to Dr. Carrière. The text of the analytical study was identical with that of the Latvian Government's report.

The CHAIRMAN said that the Secretariat would ask the Latvian Government for further information, which would be communicated to the Committee.

He added that the fact that Latvia had forbidden the use of heroin from September 20th, 1935, onwards was of great interest.

*Mexico.*

M. TELLO (Mexico) announced the receipt of a telegram from the Mexican Government informing him that an auxiliary National Committee for the campaign against the illicit traffic in narcotic drugs, composed of members of the Ministries of the Interior, Foreign Affairs, Finance, etc., was to be set up to study and solve all problems and questions concerning narcotic drugs. He was not yet in possession of full details, but he could inform the Committee that certain measures had already come into force. A single centralised repository was to be created for the whole Republic, which would allow the entry of drugs into the country to be more efficiently supervised.

*Poland.*

Colonel SHARMAN (Canada) asked the Polish representative for information concerning the circular relating to the sending to doctors of samples of pharmaceutical specialities, referred to in the analytical study (page 7). Did that mean that it was forbidden to send sample drugs containing narcotics?

The CHAIRMAN replied that the wording of the actual Polish report (document O.C./A.R. 1935.15) was as follows :

“ The fourth circular controls the sending to doctors of samples of pharmaceutical specialities containing narcotic drugs.”

There was no question of prohibition.

## II. Administration.

### *Number of Addicts and the Classes or Profession to which they belong.*

The CHAIRMAN referring to the following sentence on page 11 of the analytical study :

“ In Palestine, 7,000 persons were prosecuted in 1935 for being in possession or under the influence of hashish ”,

said that it contained two points of great interest : (a) considering the size of Palestine, the figure was extremely high; (b) persons were prosecuted, not for manufacturing or selling drugs, but for being under their influence.

M. DELGORGE (Netherlands) pointed out that the Netherlands Indies had not been mentioned in the analytical study. That territory had, however, sent information.

The CHAIRMAN said that the document would be completed in that respect.

M. YOKOYAMA (Japan) said that the analytical study apparently contradicted his statement that there was no addiction in Japan. Out of a population of 70 million, the analytical study mentioned 2,800 addicts (page 11); that figure referred chiefly to Koreans and, in any case, was not a high one. Efforts to stamp out addiction had been made.

In reply to a question by the Chairman, he said that he would not wish it to be mentioned in the analytical study that the figures given referred to Koreans. He had only made that remark for the benefit of the Committee. The wording of the document was quite clear.

### *Drugs used for Purposes of Addiction.*

Luang BHADRAVADI (Siam) said that Dr. Hoo Chi-Tsai had, on a previous occasion, drawn the Siamese Government's attention to the fact that injections of morphine as a substitute for opium-smoking were still favoured by the poorer Chinese opium-addicts in Siam. He would inform the Chinese representative that the Siamese Government had done its best to put an end to that practice by prosecuting offenders and by other measures, such as offering rewards to people giving information leading to arrest and conviction.

M. CHEN Ting (China) said he would transmit the remarks of Luang Bhadravadi to the Chinese Government.

### *Treatment of Addicts.*

Dr. CARRIÈRE (Switzerland) recalled that, at an earlier session, he had communicated to the Committee the results of an enquiry concerning addiction that had been carried out in Switzerland. For that enquiry, almost the only statistics available had been those from asylums and clinics, and, for that reason, it had only been possible to obtain approximate results. The total number of addicts—500 to 700—which the enquiry had disclosed did not probably entirely correspond to the facts; but it showed at least that addiction was not very widespread in Switzerland. In any event, such enquiries were difficult and delicate, and great prudence must be exercised in interpreting the results. Dr. Carrière, moreover, believed that the figures for the various countries given in the report were also approximate and that definite conclusions could not be drawn from them.

M. YOKOYAMA (Japan) said that the summary given in the analytical study on this question mainly concerned Korea and Formosa. Very interesting experiments were being made at Tokyo. He had brought from Tokyo evidence, consisting of statistics, ampoules, etc., which he would submit to the Committee. The enquiry into the question of addiction had been omitted from the Japanese report; he would make a statement later on that point.

Mr. FULLER (United States of America) read a statement in regard to treatment of drug addicts at the Lexington Institution prepared by Dr. Treadway, assistant Surgeon-General of the United States Health Service. This statement was to be roneoed and distributed to members of the Committee (document O.C.1605 (c)).

M. YOKOYAMA (Japan) expressed his appreciation of Mr. Fuller's statement, particularly since Japan, in order to punish traffickers under its new law, was anxious to co-operate with the United States of America. It was not enough to attack the effects of the evil: the cause itself must be removed. The United States of America could be of great help to Japan in this task.

Colonel SHARMAN (Canada) said that Canada had received very valuable information from the United States, which had been reprinted and issued to every doctor in Canada. He had purchased from the Japanese Government at a nominal price the film on codeine addiction which had been shown in the Committee some years previously.

### III. *Control of International Trade.*

Mr. ANSLINGER (United States of America) asked the Netherlands representative if he could supply further information with regard to the sentence (page 13) : " The Netherlands Government expresses doubt as to the use made of its import certificates in Peru, from which raw cocaine was imported ". Last year, he had asked the Secretariat to make a declaration on the production of raw cocaine in Peru. Was that declaration ready?

With regard to the paragraph on Hong-Kong (page 13), the consignment of 1,362 pounds of alleged Dover's powder seemed to him suspiciously large. Could the United Kingdom representative say what the powder was and what had become of it?

Major COLES (United Kingdom) said he had no information on the point.

M. DELGORGE (Netherlands), replying to Mr. Anslinger, said that the Netherlands Government had not cast doubt on the integrity of the Peruvian authorities. The situation was as follows : the Netherlands Government issued import certificates to Peru, but the Peruvian authorities did not send back corresponding export certificates. Instead, they gave direct notification of consignments.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), replying to Mr. Anslinger's question concerning the declaration to be made by the Secretariat, said that all the information it had received was that, according to the Central Board, 768 kilogrammes of raw cocaine had been exported from Peru in 1935.

Mr. FULLER (United States of America) asked if it would not be possible to recast the paragraph relating to the Netherlands in order to make its meaning clearer. The paragraph obviously indicated that something was wrong, and M. Delgorge had clearly said that that was not the case.

M. DELGORGE (Netherlands) said that, if there were something wrong, it had probably something to do with the administration. The Netherlands Government asked what was the use of its import certificates if the Peruvian authorities did not send back export certificates?

Mr. FULLER (United States of America) said that the situation was quite clear to the members of the Committee, but it might be advisable to make the wording of the document more definite on the point.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the summary had been drawn up on the basis of the material at the disposal of the Secretariat, and that the actual words of the Netherlands report had been quoted. However, a better wording was obviously possible, and the paragraph would be recast.

Dr. CARRIÈRE (Switzerland) raised the question of raw products. There was a great difference between raw cocaine and raw morphine. Raw cocaine could be regarded as raw material. It contained many impurities, and the process of purification was complicated and was equivalent almost to manufacture.

Raw morphine, on the other hand, was almost wholly a manufactured drug, and was purified by very simple processes. Was raw morphine therefore to be regarded as raw material or as a manufactured drug? The question was not without importance from the point of view of importation. Could raw morphine be considered to be a manufactured drug by a country where the importation of opium alkaloids was generally prohibited?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that Dr. Carrière's question was answered in Article 1, Section 2, of the 1931 Convention, which said that " the term ' the drugs ' shall denote the following drugs whether partly manufactured or completely refined ". For purposes of the Convention, raw morphine and raw cocaine were to be dealt with in the same way as the pure drugs.

Major COLES (United Kingdom) observed that the sentence (page 13) " Canada draws attention to exports of codeine tablets from the United Kingdom to Canada not covered by an export certificate " held good until May 1st, 1937. Since that time, the regulations had been amended and export certificates were now issued for codeine tablets and other preparations of codeine containing more than 2.5 % of the drug.

#### IV. International Co-operation.

M. CARNOY (Belgium) was pleased to see mentioned in the paragraph referring to China (page 14) the existence of satisfactory co-operation between the Japanese and the Chinese authorities in Peiping. The Chinese Government, however, allowed the circulation of a semi-official publication which gave the impression that the situation was quite different in other regions. At Tientsin, for instance, the situation was particularly disquieting. There was reason to believe that there were two trusts exporting drugs.

M. YOKOYAMA (Japan) thought this question should preferably be left over until the Committee discussed problems relating to the Far East.

*M. Yokoyama's proposal was adopted.*

#### V. Illicit Traffic.

Colonel SHARMAN (Canada), referring to the prices of drugs, quoted the following paragraph of the analytical study :

"It is hardly possible to form any very definite conclusions as to a prevailing trend. Canada, for example, gives prices for morphine, heroin and opium for smoking at Toronto, Winnipeg, Edmonton and Vancouver, but the variations are considerable between districts and at different periods. The prices of cocaine in Egypt, given for ten different towns, vary so enormously that no clear inference can be drawn. The same considerable variations are found to occur in the prices of opium and cocaine in India. The question arises whether such data might not be more systematically furnished in future reports, so that it may be possible to compare prices, both wholesale and retail, as between different countries, to ascertain the relationship between illicit prices and prices in the legitimate trade, and to follow the upward or downward trend of illicit prices in the different regions of the world."

He considered that the Committee would be well advised not to ask a country for prices, but to have the narcotics officer in each country who wrote the report express his considered opinion on the subject. Otherwise the Secretariat would find itself in possession of a collection of figures which, owing to the enormous variation in local circumstances, could only lead to confusion. He gave as an example the Pacific Steamship strike at the end of 1936, which had had repercussions in Canada. The price of opium had risen 100 % between June and October. The strike, however, was not the sole reason for that. It was also due to the rising demand for opium for injection purposes by some 500 to 700 white people.

Mr. ANSLINGER (United States of America) said that prices between towns varied from 300 % to 800 %. It was far better to ask the writer of the report to give his own general opinion on the subject.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that there had been no intention of making a worldwide comparison of prices.

RUSSELL Pasha (Egypt) asked whether the proposal was that detailed figures should be sent in together with the conclusions of a competent authority, or simply the conclusions without the figures.

Colonel SHARMAN (Canada) suggested that the conclusions should be given fairly fully, together with generalisations on the prices of drugs in the country.

Mr. WILD (India) said that the figures for India showed wide variations and were completely untrustworthy on that account.

Colonel SHARMAN (Canada) pointed out that prices often varied 50 % according to the quantity of the drug bought in the same town.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that no changes should be made, but that commentaries should be added.

Colonel SHARMAN (Canada) said he would substitute a commentary for the figures.

Dr. CARRIÈRE (Switzerland), referring to the paragraph on Switzerland, suggested that the words "most important" should be replaced by the word "few", because the paragraph as it stood might suggest that serious cases of illicit traffic had been noted in Switzerland, whereas, in fact, the cases recorded in recent years only constituted offences of the smallest importance.

*Dr. Carrière's amendment was approved.*

*The continuation of the discussion was adjourned to the next meeting.*



EIGHTH MEETING (PUBLIC)

*Held on Friday May 28th, 1937, at 10.30 a.m.*

*Chairman : Dr. CHODZKO (Poland).*

**1190. Consideration of the Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1935 (Continuation).**

**I ANALYTICAL STUDY OF ANNUAL REPORTS OF GOVERNMENTS  
FOR THE YEAR 1935 (*continuation*) (Document O.C.1679).**

**II. ANNUAL REPORTS RELATING TO RAW OPIUM AND OTHER  
DANGEROUS DRUGS (*continuation*).**

**B. Raw Materials.**

**VIII. *Coca Leaf.***

M. DELGORGE (Netherlands) said that in the Netherlands Indies the cultivation of the coca leaf was restricted only in cases in which land was granted under lease.

**C. Manufactured Drugs.**

**X. *Internal Control.***

The CHAIRMAN, referring to the passage concerning Czechoslovakia (page 21), noted that there appeared to be a tendency to increase the manufacture of dihydrohydroxycodine hydrochloride (dinarcon), first manufactured in Germany as eucodal and now manufactured in Japan and Hungary under a different description.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that if he were not mistaken, the manufacture of eucodal under other names by different countries was explained by their desire to be independent of imported drugs. He could not say whether there had actually been an increase in the use of eucodal.

M. DE MYTENAERE, Assessor, agreed with the Director. He did not think that there had been any increase in the consumption of eucodal. The drug would be inscribed in the Supplement to the Belgian Pharmacopoeia under the short name "stupenone", a term which rendered its exact pharmaco-dynamic properties and which he would like to see generally adopted.

*The Committee decided that the remainder of the discussion in regard to this drug should not be reproduced in the Minutes.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) understood that the Committee wished a study to be made concerning the properties of eucodal and the other drugs which had been mentioned. He suggested that the work might be carried out in two stages. The Secretariat could collect such information as it already possessed and embody it in a document which would be forwarded to the members of the Committee soon after the close of the session. Later, it could, if necessary, apply to some recognised authority for further information.

*M. Ekstrand's proposal was adopted.*

Major COLES (United Kingdom) directed the Committee's attention to the following statement concerning Finland (page 20): "Five factories received licences to manufacture narcotic drugs of all kinds". He asked whether it was the practice of the countries represented on the Committee to issue licences for all drugs. It was not the practice of the United Kingdom Government.

He also noted a passage concerning Norway (page 21): "The Norwegian Government . . . refers to manufacturers who are allowed to sell their own goods direct to retailers and states that pharmaceutical chemists have not been required to obtain a special licence to make up preparations

containing narcotics and to deal in them wholesale ". He asked whether that was in accordance with the practice of the countries represented on the Committee and stated that it was foreign to the practice of his own country.

Colonel SHARMAN (Canada) said that the Canadian Government issued four or five different kinds of licences corresponding to the various operations involved. Every retail druggist required a special licence covering preparations containing narcotics when manufactured in his own store, even if only for sale therein.

M. DELGORGE (Netherlands) said that there were two licensed factories in the Netherlands and that an application had been received from a third factory for a licence for the manufacture of codeine. He had opposed the granting of the application, in accordance with what he understood was the policy of the Committee. But if other countries were prepared to grant licences so readily, it would be difficult for the Netherlands Government to refuse. He suggested that the Committee should ask Finland why licences had been granted to five factories.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that support would be found for the Netherlands Representative's thought suggestion in the decision and recommendation adopted by the Committee in 1935. He referred members to the Advisory Committee's report to the Council on the work of the twentieth session,<sup>1</sup> which contained a passage concerning the undertakings assumed by Governments under Article 20 of the 1931 Limitation Convention and concerning the drawing up of a list of factories authorised to manufacture the drugs mentioned in Article 1 of that instrument. The attention of Governments was drawn to various points, of which the following was perhaps the most important :

" A firm should not be in possession of a licence authorising it to engage in manufacturing or trading transactions more extensive than those in which it is in fact engaged (*e.g.*, the manufacture of a particular drug, wholesale or retail trade, import or export trade, etc.)—*i.e.*, the wording of the licence should correspond exactly to the manufacturing or trading transactions in which the firm is in fact engaged."

The whole tone and intention of the Committee's resolutions was restrictive. It supplied the necessary basis for asking the two Governments in question for further information.

M. RAZET (France) gave the Committee some particulars concerning the French Narcotics Decree of March 20th, 1930. Provision was made for the control of narcotics by Government licence or doctor's prescription from the first to the last stage in the handling of the drugs. Each of the substances or preparations to be extracted, converted, manufactured or dealt in must be specifically mentioned in the licence. The quantity of each substance to be handled by manufacturers in the course of the year must also be stated, together with the quantity of the products obtained. Anyone not in possession of a licence was prohibited from purchasing or obtaining drugs except on a doctor's prescription and for therapeutic use.

The CHAIRMAN thanked Major Coles for having raised the two points relating to Finland and Norway respectively and asked whether it was the Committee's wish that the Secretariat should apply to Finland and Norway for the necessary explanations.

*The Chairman's proposal was adopted.*

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that closer examination of other annual reports might reveal similar conditions. He asked whether the Committee wished enquiries to be made in such cases also.

*The Committee agreed that this should be done.*

### III. SPECIAL ANNUAL REPORTS CONCERNING PREPARED OPIUM.

#### *I (b) Working of the System of Control.*

Mr. FULLER (United States of America) commented on the following passage (page 22) :  
" . . . it may be mentioned that, during 1935, the last remaining opium-smoking-establishments in Malayan territory were abolished ". He asked whether that might be taken to mean that there were no opium divans in the Federated Malay States, the Unfederated Malay States and the Straits Settlements.

<sup>1</sup> Document C.253.M.125.1935.XI (Ser. L.o.N. P. 1936.XI.10), pages 12 and 13.

M. RENBORG (Secretariat) referred the Committee to Synoptic Table No. XIV (pages 60 and 61) showing the number of retail shops and smoking-establishments in countries and territories furnishing special annual reports concerning prepared opium, from which it would be seen that no smoking-establishments now existed in the Malayan territories.

Major COLES (United Kingdom) said that the situation disclosed by the tables showed the position exactly as it was to-day in the Malay States.

Mr. ANSLINGER (United States of America), referring to Macao, noted a discrepancy of 4,900 kilogrammes between the figures for prepared opium given in the annual report (document O.C./A.R.1935/97) and the figures given by the Permanent Central Opium Board. He enquired whether that difference represented stocks in hand. He noted the manufacture in Macao of a new "Lion" brand, making altogether four "Lion" brands found in illicit seizures. He asked whether it would be possible for the Secretariat to obtain photographs of Monopoly containers and stamps, so that the authorities might have some basis of comparison when seizures were effected.

Dr. DE VASCONCELLOS (Portugal) said that the Permanent Central Opium Board had already received the reply from the Portuguese Government regarding the discrepancy mentioned and had considered that reply satisfactory. The quantity of prepared opium in question had been added to stocks. He could, if necessary, supply the Committee with the figures already furnished to the Board.

He said that the Monopoly trade-mark had been found to have been forged outside the jurisdiction of the Macao authorities. At Hong-Kong, for example, the local court had punished the individual concerned. He thought that it might perhaps be preferable for the Monopoly to adopt, from time to time, a new trade-mark, although he did not believe it possible to avoid forgeries.

Mr. ANSLINGER (United States of America) asked whether the various Monopolies could not produce a stamp that could not be counterfeited. A photograph of the containers and a copy of the stamp would, he repeated, be of very great value.

Dr. DE VASCONCELLOS (Portugal) said that even the most complicated marks could beskilfully forged. He would request the Macao Monopoly authorities to supply the photographs and other material for which Mr. Anslinger had asked.

M. RENBORG (Secretariat) said that he thought it should be quite possible to obtain samples of the receptacles used by the various Monopolies. The Commission of Enquiry into the Control of Opium-Smoking in the Far East had obtained a collection of such receptacles from the Monopolies which it had visited in 1929 and 1930. That collection might now, of course, be out of date; it still existed in the Secretariat.

Mr. ANSLINGER (United States of America) asked whether it included specimens of revenue stamps.

M. RENBORG (Secretariat) replied in the negative, and said that, as a rule, those stamps were not found.

## II. *New Activities with a view to combating the Use of Prepared Opium.*

M. DELGORGE (Netherlands) said that, in response to the request made by Dr. Chodzko in 1936,<sup>1</sup> he could now give the Committee further information concerning anti-opium propaganda in schools in the Netherlands Indies.

The text-books in the native schools contained chapters on the dangers of opium-smoking. The continuation schools used a hygiene text-book: "Pendjaga diri"—"Take Care of your Body"—published in Malay, Javanese, Sundanese and Madurese, with a chapter "Chandu", describing the physical and financial ruin caused by the use of opium.

"Matahiri turbit"—"The Rising Sun"—a Malay reading-book used in the continuation schools, contained two chapters on opium, describing the downfall and ruin of an addict and his family. There were also Javanese, Sundanese and Madurese editions of the book. "Lain dahloe, lain sekarang"—"Circumstances differ Nowadays from what they were in Olden Times"—another Malay reading-book, contained a chapter on the detrimental effects of opium. A Javanese book used in the continuation schools described the measures taken by the Government to regulate the use of the drug and check the evil. Similar chapters were found in text-books used in continuation schools in other parts of the Archipelago.

The CHAIRMAN thought that the Committee would wish to congratulate the Netherlands Government on its extensive propaganda work.

<sup>1</sup> See Minutes of the Twenty-first Session of the Committee, page 38.

### III. Scientific Research.

M. YOKOYAMA (Japan) commented on the new method of scientific research employed in Japan.

The CHAIRMAN quoted the following passage referring to the same point (page 23) :

"With respect to Formosa, a method of detecting opium-smoking from the meconic acid and morphine regularly present in the urine is described.

He described that statement as of interest from a scientific and practical point of view.

Mr. ANSLINGER (United States of America) said that the statement was confirmed by the experience of the authorities in a United States prison. The prison doctor had been suspected of giving morphine to the prisoners in the course of his daily visits, and the fact had been proved by an analysis of the urine.

M. DELGORGE (Netherlands) pointed out that researches in the matter had been made also in the Netherlands Indies. The initiative was due to the efforts of Japanese doctors.

M. YOKOYAMA (Japan) said that, while not an expert on the subject, it had occurred to him that the method of analysis described was somewhat costly. He suggested that there might be some simpler method.

The CHAIRMAN thought that the question raised by M. Yokoyama should be referred to a committee of experts.

*The Chairman's proposal was adopted.*

### IV. Other Information : 3. System of Dross Control.

Luang BHADRAVADI (Siam) said that, in response to Colonel Sharman's remarks calling attention to the sale of dross to dross addicts,<sup>1</sup> he had made enquiries of the Siamese Government. He had now been informed that dross was sold only on a medical prescription to persons examined by the doctors of the Health Department and found to be addicts. Addiction was declining and there were at present only seventeen recognised drug addicts.

Colonel SHARMAN (Canada) thanked the Siamese representative for the trouble he had taken to secure the information.

### V. Illicit Traffic.

Colonel SHARMAN (Canada), commenting on the illicit traffic in Hong-Kong, referred the Committee to the earlier passage in the Analytical Study concerning the working of the system of control (page 22). It was estimated that in 1935 there were 2,000 to 3,000 opium divans in Hong-Kong, with a minimum illicit consumption of roughly 50,000 kilogrammes per annum. In other words, for 1 kilogramme of legally sold opium, about 100 kilogrammes were obtained in the illicit traffic. He asked whether the same unsatisfactory state of affairs still obtained.

Major COLES (United Kingdom) said that he could not give Colonel Sharman any very hopeful news. He had received a recent brief report indicating some improvement in the situation, but it would be wrong to suggest that it was very marked. The position in Hong-Kong was alarming and the authorities found it difficult to effect any great improvement owing to the peculiar geographical situation of Hong-Kong, the enormous floating population and the number of people living in sampans outside.

Colonel SHARMAN (Canada) thought that the United Kingdom authorities would appreciate the Canadian Government's alarm, in view of the number of vessels plying between Hong-Kong and North America.

Major COLES (United Kingdom) said that the United Kingdom authorities were fully alive to the situation and regretted the inconvenience caused to Canada and the United States of America.

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<sup>1</sup> See Minutes of the Twenty-first Session of the Committee, page 34.

IV. COUNTRIES PARTIES TO THE THREE INTERNATIONAL CONVENTIONS  
AND AGREEMENTS RELATING TO OPIUM AND OTHER DANGEROUS DRUGS.

M. DELGORGE (Netherlands) said that it was often proved to be difficult to ascertain the actual position of a certain territory in regard to the international Conventions and Agreements. He wondered therefore whether it would be possible for the Secretariat to draw up a list of all countries and territories, mentioning their position in that respect.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) promised to consider the question in consultation with the Legal Section.

1191. Analytical Study of Annual Reports of Governments for the Year 1935 : General  
Observations of Members of the Committee concerning the Study.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Analytical Study had been prepared by the Secretariat in accordance with the Committee's instructions in 1936, to take the place of the summary of annual reports. He would be glad to know if it had been found to meet the Committee's requirements.

M. DELGORGE (Netherlands) congratulated the Secretariat on what he described as a very useful piece of work. The Analytical Study had greatly facilitated the Committee's proceedings, and the fact that most members of the Committee had received it in good time had enabled them to examine it before the session.

M. YOKOYAMA (Japan) endorsed the Netherlands representative's remarks. As regards Japan, in particular, all the points to which he had wished to direct the Committee's attention had been succinctly noted. The same remark would, he thought, apply to the reports of other countries. The analysis was very useful in that it had enabled the Committee to get a general idea of the situation.

Dr. CARRIÈRE (Switzerland) also expressed his satisfaction with the clear and precise way in which the analytical study of the reports of Governments had been prepared and presented. While it would not replace entirely the reports themselves, it at least brought to the attention of the members of the Committee the principal points mentioned in those reports, thereby shortening the discussion.

Dr. SCHULTZ (Austria) endorsed the remarks of earlier speakers and expressed his admiration for the Secretariat's work, which had facilitated the Committee's proceedings and permitted of a more systematic examination of the annual reports than had previously been possible.

M. BOURGOIS (France) associated himself with the congratulation addressed to the Secretariat.

Colonel SHARMAN (Canada) said that the Analytical Study seemed to him more complete than any notes that members of the Committee could themselves have made. He had found it most useful.

Mr. FULLER (United States of America) associated himself with the other members' expressions of approbation. He welcomed the extension of the principle of analysis. The Secretariat had produced an excellent piece of work, which had provided a more satisfactory basis for the Committee's proceedings than the detailed examination of over one hundred separate reports or summaries of reports. The Committee could, he presumed, ask any questions arising out of the individual reports. There was only one annual report about which he wished to ask any questions. He understood that the Portuguese representative would also have something to say about the 1934 Macao report.

Major COLES (United Kingdom) associated himself with other speakers' remarks as to the use and value of the Analytical Study and the excellent way in which it had been prepared by the Secretariat.

M. CARNOY (Belgium) offered his congratulations to the Secretariat. He supported Mr. Fuller's remarks, and asked the Chairman to allow time for the Committee to raise any questions arising out of the individual annual reports.

The CHAIRMAN added Poland's congratulations, and referred to the high quality of the Secretariat's work and the effort it must have involved.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thanked members of the Committee for their encouraging remarks and said that the Secretariat would welcome any suggestions as to how the Analytical Study could be improved.

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## NINTH MEETING (PUBLIC)

*Held on Friday, May 28th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

### 1192. Consideration of the Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1935 (Continuation).

#### I. ANALYTICAL STUDY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1935 (*continuation*) (Document O.C.1679).

#### QUESTIONS ARISING OUT OF THE DISCUSSION.

Mr. FULLER (United States of America) asked whether the Iranian Government had furnished the information promised at the last session <sup>1</sup> regarding details of consignments of opium despatched from the Persian Gulf and, if so, whether the information would be communicated to the Advisory Committee.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) replied that the information had been received from the Iranian representative and would be distributed if the Advisory Committee so desired.

*The Committee decided that the information should be distributed.*

Mr. FULLER (United States of America) understood that the Portuguese representative wished to speak on the question of raw opium from Macao in reply to his (Mr. Fuller's) questions at the last session.<sup>2</sup> That question should therefore be put on the agenda.

*Mr. Fuller's proposal was adopted.*

M. DELGORGE (Netherlands) noted the statement in the Japanese report (document O.C./A.R.1935/45) that during 1935 2,163 addicts were admitted to provincial Government clinics in Chosen, of whom 2,020 were fully cured. The report went on to state that a large number of addicts admitted to prevention association clinics had been cured, in addition to those taking treatment voluntarily or under the direction of the Government authorities or prevention associations. Consequently, although 989 addicts had been newly registered, the total number of addicts by the end of the year was reduced to 315.

The report from the Netherlands Indies showed that the result obtained there was not comparable with that reported by the Japanese authorities, and he would therefore like some information as to the methods employed in Chosen.

M. YOKOYAMA (Japan) recalled that two years ago he had reported on the position in Chosen. He was convinced that the figures given in the 1935 report were correct, but had no further information on the subject. He would endeavour to obtain such information and transmit it to the Committee in due course. At the same time, he would obtain the information requested last year <sup>3</sup> by Dr. Carrière regarding the methods used in Kwantung. According to information received for the years 1930-1936, some 6,500 addicts had been received and 5,042 had been completely cured.

M. CARNOY (Belgium) noted that the reports on Macao and Hong-Kong made no reference to the islands lying between those territories which, during the discussion, had been stated to be a source of smuggled drugs. He asked to whom the islands belonged, and whether it would not be possible, by means of co-operation between Macao, Hong-Kong and China, to put an end to the present position.

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<sup>1</sup> See Minutes of the Twenty-first Session of the Committee, pages 58 to 60.

<sup>2</sup> *Ibid.*, pages 35 and 36.

<sup>3</sup> *Ibid.*, page 39.

Major COLES (United Kingdom) had no information, but would make enquiries.

M. SEYMEN (Turkey) congratulated Russell Pasha on his extremely valuable report. He was glad to note that a mistake in translation, which had slipped into the report of the previous year, had been corrected in the clearest and most definite fashion. He asked Russell Pasha to convey his thanks in this matter to Baker Bey.

RUSSELL Pasha (Egypt) thanked the Turkish representative and promised to convey the message to Baker Bey. He rejoiced in the cordial relations existing between Turkey and Egypt in respect of narcotic repression.

M. CARNOY (Belgium), after paying a tribute to Russell Pasha, noted that henbane (jusquiame) was referred to for the first time in the Egyptian report<sup>1</sup> as a narcotic drug.

Dr. CARRIÈRE (Switzerland) observed that henbane, like belladonna, belonged to the group of calming agents.

RUSSELL Pasha (Egypt) said the report for 1935 contained a photograph relating to this subject but no text. He referred, however, to the report for 1933, which gave an account of henbane (known locally as "sakaran"), which grew wild and was smoked by natives. It had been added to the list of poisonous drugs.

## II. SYNOPTIC STATISTICAL TABLES ANNEXED TO DOCUMENT O.C.1679.

### II. *Synoptic Table showing the Raw Opium Exports from the Principal Producing Countries, 1931-1935.*

M. STEINIG (Secretariat) made certain corrections in the figures relating to Iran.

The CHAIRMAN observed that the total exports amounted to about 450,000 kilogrammes, a particularly high figure. The exports from Turkey and India had, however, greatly decreased. On the other hand, exports from Yugoslavia were increasing.

### IV. *Synoptic Table showing, for the Countries which make Returns, the Quantities of Raw Opium utilised for the Manufacture of Prepared Opium, 1931-1935.*

Mr. FULLER (United States of America) observed that there was no mention of Peru, though he understood that the Secretariat had received information from that country.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said the information received was not sufficient to be reproduced in the table. He would, however, ask Peru for further particulars.

### X. *Table showing for Each Country for which the Data have been furnished the Consumption of Morphine, Diacetylmorphine and Cocaine per Million Inhabitants for the Years 1931-1935.*

Colonel SHARMAN (Canada) asked whether there was any country in which the veterinary consumption was not included.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said such consumption was considered as included in the figures supplied.

The CHAIRMAN observed that the consumption of morphine in the Scandinavian countries was again high. That phenomenon had not yet been explained. He also observed that the consumption of heroin in Finland was high and was increasing. In Japan, on the other hand, the consumption of heroin was much lower than five years previously.

<sup>1</sup> See page 95.

**XII. Synoptic Table showing the Consumption of Prepared Opium during the Years 1926-1935 in those Countries which make Returns.**

Mr. ANSLINGER (United States of America) observed that there was a great difference between the lowest and highest consumption. In the Netherlands Indies, the consumption worked out at 0.368 kilogramme per head of the registered smokers and in Kwantung at 1.556 kilogramme.

Colonel SHARMAN (Canada) did not think much importance could be attached to the consumption figures in this table. For instance, the 655 kilogrammes of opium sold by the Government in Hong-Kong might be interpreted as the total consumption, whereas the Hong-Kong Government itself reported a minimum illicit consumption of 50.000 kilogrammes.

M. RENBORG (Secretariat) replied that the table only included sales of Government opium. There were sales of illicit opium in addition, for which no figures were obtainable.

Colonel SHARMAN (Canada) suggested that in that case the title of the table should be altered to "Legal Consumption".

*Colonel Sharman's proposal was adopted.*

**XIV. Synoptic Table showing the Number of Retail Shops and Smoking-Establishments in Countries and Territories which furnish Special Annual Reports concerning Prepared Opium, 1929 and 1933-1935.**

M. RENBORG (Secretariat) said that Tables XIV and XV were new and replaced Tables XIV and XV in the Summary of Annual Reports for 1934. In that summary, Table XIV had contained information on different subjects which were not in relation to each other, such as the number of retail establishments and smoking-establishments, number of offences, information regarding dross, quantities of raw and prepared opium seized, and stocks of raw and prepared opium. Table XV of the summary had reproduced the information sent in by the Governments concerned in regard to the special opium revenue account. Both those tables had been criticised by members of the Committee, particularly on account of the large number of footnotes which detracted from the value of the tables. The Secretariat had, therefore, abolished those two tables and replaced them by one special table (Table XIV), which showed the situation as regards the number of retail shops and smoking-establishments, both those kept by Governments and those under licence. The purpose of the table was threefold: to indicate the increase or decrease in the number of establishments in which prepared opium was obtainable by smokers, in order to show to what extent retail distribution of prepared opium was undertaken directly by the Governments or through licencees, and to show to what extent smoking-establishments were still in existence.

**XV. Stocks of Raw Opium, Prepared Opium and Dross at the end of each Year in the Countries and Territories for which Special Reports concerning Prepared Opium are furnished.**

M. RENBORG (Secretariat) pointed out that this table was also new. It contained all the available information as regards stocks of raw and prepared opium and of dross from the year 1933, the first year for which all this information was available. The footnotes to the table indicated the system of dross control in force in each country or territory covered by the table.

Colonel SHARMAN (Canada) pointed out that the stocks of raw opium at Macao had risen from 26,600 kilogrammes in 1933 to 46,200 kilogrammes in 1935, an increase of nearly 100%. Prepared opium had risen from 425 kilogrammes in 1934 to 4,248 kilogrammes in 1935, an increase of ten times.

M. RENBORG (Secretariat) said the Secretariat had no information on this subject beyond the figures contained in the table.

Major COLES (United Kingdom) referred to the rise in the stocks of dross in Siam, and asked whether any explanation could be furnished.

Luang BHADRAVADI (Siam) was unable to give any explanation, but would make enquiries.



*XVI. Synoptic Table showing for the Period 1926-1935 the Percentage of Net Revenue obtained from Prepared Opium in relation to the Total Revenue of the Country in those Countries which make Returns.*

M. RENBORG (Secretariat) pointed out that the basis on which the percentage of revenue had been calculated was different in different countries. It was therefore impossible to compare the countries with each other; but the table was of value, nevertheless, as showing the trend of opium revenue in proportion to the total revenue in each country.

**1193. General Survey of the Position as regards the World Manufacture and Use of and Trade in the Principal Drugs licitly manufactured during the Period 1931-1935 (Document O.C.1694).**

M. STEINIG (Secretariat) said that, when, in the previous year,<sup>1</sup> the manufacture, use of, and trade in the principal drugs was reviewed, it was noted that the 1934 statistics supplied to the League showed that the manufacture, consumption and export of morphine, diacetylmorphine and cocaine had reached the lowest recorded level. The situation had changed in 1935, when there was an increase in the manufacture of morphine, cocaine and codeine of about 15 %, and an increase in the manufacture of dionine of 8 %, while the manufacture of diacetylmorphine declined by about 40 %. In that connection, he referred to the table on page 6 of document O.C.1694, which showed the percentage changes in manufacture, consumption, conversion, exports and stocks of the various drugs in 1935 as compared with 1934. It would be observed that the consumption of morphine had risen by 10 % and that of cocaine by 3 %, while the consumption of diacetylmorphine had decreased by 29 %. No statement could be made with regard to the consumption of codeine and dionine as, under the Limitation Convention, the parties to that Convention were exempted from furnishing consumption statistics for these drugs. As regards exports, the increases were : morphine, 9 %, codeine, 46 %; dionine, 19 %; cocaine, 4 %; while the exports of diacetylmorphine had decreased by 7 %. The increases in stocks at the end of 1935 were relatively so slight in the case of most of the principal drugs that the position might be regarded as stationary with the exception of diacetylmorphine, stocks of which had declined by about 12 %.

The conclusion was that the reduction in the manufacture, consumption, export and stocks of diacetylmorphine had continued and was particularly marked in 1935; as regards the other principal drugs, there was a more or less marked increase in world manufacture, consumption and exports. The question arose whether that increase, particularly with regard to world manufacture, was excessive or abnormal when compared with legitimate world requirements, or was it due to a considerable increase in those requirements.

As regards morphine, M. Steinig referred to the table on page 7 of document O.C.1694 as showing that its manufacture had increased from 26,778 kilogrammes in 1934 to 30,911 kilogrammes in 1935—that was to say, by about 4 tons or 15 %. There was, however, nothing abnormal in that increase, since the world manufacture of morphine in 1934 had been below the *legitimate world requirements*, which had stood at 29,373 kilogrammes, whilst world manufacture of morphine in 1935 corresponded very closely to the legitimate world requirements of that drug, which amounted in that year to 30,148 kilogrammes. The increased manufacture in 1935, therefore, was merely a return to the normal level of manufacture which had not been reached in 1934.

The graph of world manufacture of morphine on page 10 of document O.C.1694 showed that, during the period 1931-1935, manufacture had regularly fluctuated around the average legitimate world requirements for the same period. It was, moreover, of interest to note that that average (29 tons) and the yearly average of the world manufacture of morphine for the period 1931-1935 (29.1 tons) were practically the same. The world manufacture of morphine during the period under review might, therefore, be said to show a strongly marked tendency to become stabilised at the level of legitimate world requirements.

If, however, the figures as far back as 1929 were considered, the position was very different. It would be seen from the table on page 11 of the above-mentioned document that the manufacture in 1929 was about 58 tons—that was to say double the average legitimate requirements for the period 1931-1935. In 1930, the quantity manufactured was 38½ tons, which was still 9½ tons above those requirements.

The inference was that large quantities of morphine manufactured before 1931 in excess of legitimate requirements had passed into the illicit traffic. The full gravity of the situation existing prior to 1931 was shown by the fact that, during the years 1925-1930, the illicit traffic in morphine had increased to a far greater extent than was realised at the time : at least 90 tons of morphine manufactured during that period in excess of legitimate world requirements had been diverted into the illicit traffic.

Since 1931, however, manufacture had not exceeded legitimate requirements; the excess quantities formerly left over from licit manufacture to become available for illegitimate needs had disappeared.

<sup>1</sup> See Minutes of the Twenty-first Session of the Committee, pages 47 and 48.

As regards cocaine, it would be found that, during the period 1931-1935, there was a similar tendency for the world manufacture to approximate closely to the legitimate world requirements. It would be seen from the table and the graph on page 20 of document O.C.1694 that the fluctuations in manufacture during the period in question were regular in the sense that a year in which manufacture was slightly in excess of consumption (1931, 1933 and 1935) was invariably followed by a year in which the manufacture was slightly lower than consumption (1932 and 1934). The yearly average of world consumption from 1931 to 1935 (3,998 kilogrammes) was, however, almost the same as the yearly average for world manufacture during the same period (3,999 kilogrammes). In 1929 and 1930, as in the case of morphine, manufacture had considerably exceeded consumption—i.e., by 1,511 kilogrammes and 1,185 kilogrammes respectively.

Another interesting feature concerning cocaine was the fact that the world consumption and manufacture of that drug showed a general tendency to decline, the lowest point being reached in 1934. That development might be accounted for by the increasing use of cocaine substitutes, such as pseudo-cocaine (delcaine, psicaine), novocaine, percaïne, etc. The table on page 22 of the above-mentioned document gave some interesting examples of the decline in the use of cocaine. For instance, the consumption in Germany fell from 7 kilogrammes per million inhabitants in 1929 to 900 grammes in 1935; in Estonia and Sweden, from 11.5 kilogrammes and 12 kilogrammes respectively to 3.5 kilogrammes and 4.6 kilogrammes respectively; in New Zealand, from 10 kilogrammes to 5.7 kilogrammes. The figures for the other countries also showed that there was a definite decline in cocaine consumption.

The chief features of the situation as regards diacetylmorphine were, as in the case of morphine and cocaine, (1) that, before 1931, the world manufacture was considerably in excess of legitimate requirements, and (2) that, during the period 1931-1935, world manufacture showed a very marked tendency to become stabilised at the level of legitimate requirements. As the table and the graph on page 15 of document O.C.1694 showed, the world manufacture exceeded the world consumption of diacetylmorphine in 1929 and 1930 by 1,525 kilogrammes and 2,192 kilogrammes respectively, whilst the yearly average of the amounts manufactured during the period 1931-1935—namely, 1,140 kilogrammes—was practically the same as the yearly average of consumption for the same period—namely, 1,165 kilogrammes.

The most striking fact, however, was that the quantities of diacetylmorphine manufactured and consumed in 1935 were only about half the corresponding quantities in 1931 and less than 19% and 36% respectively of the corresponding quantities in 1929. In 1935, the total manufacture of diacetylmorphine was 674 kilogrammes as compared with 3,652 kilogrammes in 1929 and 1,249 kilogrammes in 1931, and the consumption declined from 2,127 kilogrammes in 1929 and 1,571 kilogrammes in 1931 to 760 kilogrammes in 1935.

That very considerable decrease in the manufacture and consumption of diacetylmorphine might be regarded as being due to the application of Article 10 of the Limitation Convention, which placed that drug under a specially stringent regime, and to the replacement of diacetylmorphine by other drugs such as codeine, dicodide and dilaudide, in accordance with Recommendation VI contained in the Final Act of that Convention. The table on page 17 of document O.C.1694 gave some interesting examples of the decline in the use of diacetylmorphine, which was most striking in Germany, where the consumption decreased from 0.67 kilogramme per million inhabitants in 1929 to 0.03 kilogramme in 1935. The decreases were also specially pronounced in the case of Japan, Formosa, Kwantung, Switzerland, Canada and New Zealand.

The evidence afforded by figures relating to the manufacture of morphine was confirmed by an examination of the statistics of *raw materials* used in manufacturing the drug. It would be seen from the figures on page 14 of document O.C.1694 that the use of *raw opium* for the manufacture of morphine amounted in 1929 and 1930 to 520 and 347 tons respectively. During the period 1931-1935, however, the following quantities only were required: 1931, 262 tons; 1932, 220 tons; 1933, 228 tons; 1934, 245 tons; 1935, 255 tons. It accordingly appeared that side by side with the stabilisation of the manufacture of morphine at the level of legitimate requirements during the period 1931-1935, there was also a stabilisation in the use of raw opium for the manufacture of morphine, the yearly average of raw opium used for that purpose during that period being 242 tons.

There was another fact to be noted in regard to the raw materials used for the manufacture of morphine: the *dry poppy plant* (*poppy straw*) was being used to an increasing extent for the manufacture of morphine. The quantities of this raw material utilised in Hungary since 1933 were as follows: 1933, 260 tons; 1934, 451 tons; 1935, 987 tons. In the last-mentioned year, Poland utilised 29 tons for that purpose. The morphine obtained from that source had risen from 187 kilogrammes in 1933 to 512 kilogrammes in 1935.

As regards the use of morphine for *conversion* into other drugs, there had been a constant, though slow, increase since 1932. That might be due to the increase in the manufacture of codeine and dionine. The former had increased by 2.65 tons from 1934 to 1935 and the latter by about 700 kilogrammes.

The importance of the changes brought about in the international trade in morphine, diacetylmorphine and cocaine, since 1929, was best illustrated by the fact that *exports* of morphine and diacetylmorphine, which amounted to 6 tons and 0.85 ton respectively in 1929, had fallen in 1935 to only about a quarter of those amounts—namely, 1.58 ton and 0.22 ton respectively. The total of the export trade in cocaine for 1935 (1.16 ton) was approximately only a half of the total for 1929 (2.28 tons).

As regards world *stocks*, the table on page 13 of document O.C.1694 showed that, in the case of morphine, the stocks from the beginning of 1931 to the end of 1935 had remained almost stationary : with the exception of the year 1933, the variations in these stocks, as compared with the average for the period in question, were very slight. Compared with the annual world consumption of morphine as such, the world stocks were sufficient to cover that consumption for about twelve to fourteen months. If the morphine required for conversion into other drugs and for the manufacture of exempted preparations were included, the stocks would be sufficient to cover about 30 % of the annual requirements. In the case of diacetylmorphine, the stocks fell from 1,414 kilogrammes at the beginning of 1931 to 743 kilogrammes at the end of 1935, and in the case of cocaine from 3,732 kilogrammes to 3,052 kilogrammes. The stocks for both the drugs in question had always been lower than the quantities required for consumption in any year of the period under review and, in some years, stocks had been barely sufficient for eight months' consumption. Generally speaking, the situation as regards stocks of morphine, diacetylmorphine and cocaine might be regarded as normal.

Statistics for *codeine* and *dionine* were only available as from 1934, when the Limitation Convention came integrally into force. Under that Convention, consumption statistics for these drugs were, however, not required; but consumption could be calculated by adding to the world stocks at the beginning of a year the world manufacture during that same year and by deducting the quantities converted, if any, and the world stocks at the end of that year. The consumption thus calculated amounted in 1935 for codeine to 19,357 kilogrammes and for dionine to 1,805 kilogrammes.

In conclusion, an examination of the statistics for the period 1929-1935 showed clearly that the year 1931 marked a turning-point in the campaign against the abuse of drugs : whilst prior to 1931 world licit manufacture of the principal drugs had been considerably in excess of legitimate world requirements, and quantities left over from that manufacture had been diverted into the illicit traffic, since 1931, not only had the total volume of the licit manufacture of, and of the licit trade in drugs, been considerably reduced, but manufacture had shown a strongly marked tendency to become stabilised at the level of legitimate world requirements.

That result was largely due to the Geneva Opium Convention of 1925, which, although in force since September 1928, became completely effective only towards the end of 1930, when the Permanent Central Opium Board published its first report to the Council. The Geneva Convention proved to be one of those rare instruments of international co-operation the importance of which was increasing as the years elapsed.

M. BOURGOIS (France) congratulated M. Steinig on his report, which was of value, not only for the Advisory Committee, but also for the general public. He suggested that a similar statement might be drawn up on raw and prepared opium.

Mr. FULLER (United States of America) considered that the survey contained in document O.C.1694, together with the similar study prepared last year, was of the greatest value. He hoped that the survey, together with the tables, would be kept up to date next year.

Dr. SCHULTZ (Austria) paid a tribute to the care with which the survey had been prepared. One of its most satisfactory features was that it showed the success of the Committee's work and the effectiveness of the international Conventions on opium and dangerous drugs. It thus disposed of the scepticism which had been entertained in certain quarters.

Dr. CARRIÈRE (Switzerland) congratulated the Secretariat on the excellent work it had presented to the Committee. It constituted a precise and complete review of the various questions raised by the traffic in drugs. Up to the present, no such review had existed, and its preparation had necessitated an enormous amount of work. It could, in particular, be used to combat the preconceived ideas to which Dr. Schultz had referred and which still existed in certain circles as regards the utility of the Committee's work. The survey should therefore be given wide publicity and should, by means of the scientific journals, be brought to the notice, in particular, of the medical corps, which he had noted, in so far as his country was concerned was still very ill informed on these problems.

The CHAIRMAN thought that the survey in question was more specific than that submitted last year and proved the success of the League's policy. For the first time, the licit consumption of the four principal drugs had been established by actual figures. Those figures would be an excellent basis for the future work of the Committee in combating the illicit traffic. In that sphere also progress had been made, and he hoped that the new Convention, in spite of the criticism to which it had been subject, would prove a valuable instrument.

He was also in favour of giving the widest publicity to the survey in question. He had noted that the League's efforts in questions such as opium, child welfare, etc., were ignored even by the local papers, which found political questions more interesting and sensational.

He agreed with M. Bourgois that the survey in question should be extended to raw and prepared opium.

Dr. CARRIÈRE (Switzerland), referring to the attitude of the local Press, asked whether *communiqués*, when sent to the newspapers, were marked "for information" or "for publication".

It was clear that the use made by the Press of the *communiqués* would be very different according as they were marked in the one way or the other.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), thought there were two ways of obtaining greater publicity. In the first place, the survey could be incorporated in the printed documents of the Committee, and, secondly, a pamphlet could be prepared on the basis of the surveys made in 1936 and 1937.

He added, in reply to Dr. Carrière, that the *communiqués* sent to the Press were merely headed "Information Section". He thought the *Journal des Nations* was the only paper which published them. That was no doubt due to the greater public interest in political questions.

Dr. CARRIÈRE (Switzerland) agreed that the two methods suggested by the Director should be adopted. It was to be anticipated, however, that the pamphlet would probably only be bought by a few members of the public, whereas the survey just submitted to the Committee by the Secretariat ought to be given wide publicity. He insisted therefore that it should be published, at least in a summarised form, in the technical journals. Dr. Carrière added that, if such a decision were adopted, he, for his part, would see that the survey was published in the medical journals in Switzerland.

Colonel SHARMAN (Canada) would be glad of any publication which the Committee could make on its own responsibility. The *communiqués* of the Information Section were not always very accurate.

M. BOURGOIS (France) thought this question was so important that time should be allowed for a thorough discussion.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections), in reply to Dr. Carrière, suggested looking up the list of subscribers to League documents. The list included universities and (he thought) also some technical journals. He agreed with M. Bourgois that the Committee should allow time to discuss the question thoroughly.

#### 1194. Amendment to the Annual Report of the French Government for the Year 1935.

M. RAZET (France) drew attention to a correction that should be made in the French annual report (document O.C./A.R.1935/105), Section X, paragraph 2. The report stated that there was no change in the rules for the purchase of licences. The word "purchase" should be altered to "issue". There was, of course, no question of purchasing licences: the system of control over licences was very strict.

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#### TENTH MEETING (PRIVATE).

*Held on Monday, May 31st, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1195. Illicit Traffic : Situation as regards Clandestine Manufacture.

*The Committee decided that the Minutes of this discussion should not be published.*

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#### ELEVENTH MEETING (PUBLIC).

*Held on Monday, May 31st, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1196. Tribute to Mr. Lyall on his Retirement from the Position of Assessor to the Advisory Committee.

The CHAIRMAN said that the Committee had learned with the deepest regret that Mr. Lyall did not wish to have his term of office as assessor renewed for a further term. Mr. Lyall had held that office since 1927, and had, during those ten years, rendered the Committee very valuable services.

Mr. Lyall had entered the employment of the Chinese Maritime Customs in 1886 and, after a brilliant career in that service, had been appointed assessor to the Advisory Committee in view of his very intimate knowledge of the opium question and of Far-Eastern problems generally. In 1929, he was appointed President of the Permanent Central Opium Board, a position which the Committee was glad to see he would still retain. The wide experience which he had gained while controlling the work of that body had made him an accepted expert on all questions connected with the control of the opium traffic.

Mr. Lyall was, he might add, a man of character. He brought to his work a high determination and a lofty concern for truth and equity, as well as the rare ability of speaking his mind when the occasion demanded.

The Committee fully appreciated the importance of the part Mr. Lyall had taken in its work and, on its behalf, the Chairman paid a tribute to the loyalty and the courage which the retiring assessor had always shown. The Committee would continue to follow with a friendly interest his activity on the Permanent Central Opium Board.

Dr. CARRIÈRE (Switzerland) who, on the present occasion, was one of the oldest members of the Committee, had been better able than others, perhaps, to appreciate the assistance which Mr. Lyall had given to it. His co-operation had always been characterised by great frankness—somewhat brusque, on occasion—and complete loyalty. Dr. Carrière therefore wished to add his own tribute to that just paid by the Chairman to Mr. Lyall.

Mr. FULLER (United States of America) said that the Advisory Committee owed Mr. Lyall a debt, which could never be repaid, for the fearless and unswerving devotion, the shrewd insight, the expert knowledge and the frank but equitable judgment which he had always displayed in his work on the Committee. The Permanent Central Opium Board was fortunate to have at its head a man of such high integrity, and he trusted that, although Mr. Lyall's health would prevent him from assisting the Advisory Committee further, he would long be spared to serve the Central Board.

M. DE MYTTENAERE, Assessor, had already written to Mr. Lyall expressing his great regret that the latter's resignation would deprive the Committee and himself of one who was both an expert authority on the opium question and a staunch collaborator.

Major COLES (United Kingdom), speaking from a shorter personal knowledge but a very thorough appreciation of Mr. Lyall's high qualities, fully associated himself with the tributes paid by his colleagues.

M. BOURGOIS (France) said that, during his career with the Chinese Maritime Customs, Mr. Lyall had won the general esteem of all circles in the Far East; since his return to Europe, he had gained an equally high reputation for the energy and devotion which he had shown in co-operating in the campaign against narcotic drugs. It was extremely gratifying to think that he would be still associated with the Permanent Central Opium Board.

M. YOKOYAMA (Japan) felt that his absent colleague, the representative of Siam, would wish to be associated with the tribute which he wished to pay to one who had done so much for the countries of the Far East.

Dr. SCHULTZ (Austria) had, during seven years of co-operation in the work of the Advisory Committee, learned to appreciate very highly the expert knowledge and extreme rectitude of Mr. Lyall, and had frequently benefited by his authoritative advice on various problems connected with narcotic drugs.

M. CHEN TING (China), on behalf of Dr. HOO Chi-Tsai, associated himself with the tribute paid to Mr. Lyall, whose many services to the Committee as well as to the Chinese Government were deeply appreciated.

Few knew China better or were more loyal to the aims of the Advisory Committee than Mr. Lyall.

#### 1197. Acknowledgment from the United States Government of Message of Condolence sent on the Occasion of the Death of Mr. John D. Rockefeller.

Mr. FULLER (United States of America) read the following telegraphic message received in reply to the Advisory Committee's message of condolence transmitted by him to the Washington authorities :

" Inform Opium Advisory Committee that its kind message of condolence on the death of Mr. John D. Rockefeller has been forwarded to his son—Sumner Wells, Acting Secretary of State."

# 1198. Anti-Narcotic Education and Propaganda in Medical and Auxiliary Medical Circles (Document O.C.1686).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) summarised the contents of document O.C.1686, and added that, since the document had been compiled, further replies had been received from the following countries : Union of South Africa, Australia, Austria, Egypt, Germany, India, Japan, Latvia and Poland. From the document before it the Committee would see that there was a substantial divergence of opinion on the subject.

Major COLES (United Kingdom) pointed out, in explanation of the absence of a reply from his Government, that in the United Kingdom there was no single educational body responsible for the curricula of the various medical schools. These had therefore to be consulted separately, and it was thought better to defer a report until all the replies were received.

It was gratifying to note that several countries were already adopting the recommendations contained in the Committee's resolution. It should, however, be emphasised that, even where there was no danger of addiction, it was, nevertheless, most imperative to warn persons who would be professionally authorised to handle narcotic drugs.

It was certainly the experience of the United Kingdom authorities that the tendency to drug addiction was most common among the persons in question. If no proper instruction were given on the subject, there was a great danger of persons in the medical and allied professions acquiring the habit of drug addiction. The Committee should therefore re-emphasise the desirability of imparting the necessary instruction to persons training for the medical, pharmaceutical and nursing professions.

Dr. CARRIÈRE (Switzerland) explained that the absence of a reply from Switzerland was also due to the fact that Swiss universities were autonomous, decentralised institutions whose programmes were not, as in other countries, drawn up by a central authority. From discreet enquiries which he had made, it would appear that the Swiss universities saw no need at present for the special courses of training recommended in the resolution. They considered that medical and pharmaceutical students were adequately warned, in the course of their studies, of the nature and dangers of drug addiction.

Nevertheless, the question was still under examination, and it would no doubt be useful to submit to the university authorities in Switzerland the information contained in document O.C. 1686. A study of that documentation might perhaps lead them to modify their point of view and to give effect, to the extent that they considered advisable, to the resolution.

Colonel SHARMAN (Canada), after rectifying and amplifying the summary of the Canadian report contained on page 3 of document O.C.1686, suggested that even though, as in Canada, most Government authorities had no control over teaching programmes, they could always write to the university faculties concerned and offer to arrange for a lecture on narcotic matters. He himself had spoken to the medical undergraduates of two universities and to the medical officers of his own department on the subject of narcotic control and codeine addiction, and he believed that such propaganda, if limited to the people most directly concerned, was extremely valuable.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that the reluctance felt by some Governments to adopt the recommendation in paragraph 2 of the Committee's resolution might be due to a misunderstanding of the general reference to propaganda in the preceding paragraph. The United Kingdom representative, he thought, was fully justified in urging the great need for thoroughly impressing on persons entering the medical or auxiliary professions the danger of drug addiction. The Secretariat, he added, proposed to amplify the document submitted by including the further replies received.

Dr. SCHULTZ (Austria) heartily supported the suggestion made by the United Kingdom representative.

The CHAIRMAN reported that, on receipt of the circular letter of November 7th, 1936, the Polish authorities had communicated with the universities, requesting them, if possible, to include in the programme of medical and pharmaceutical studies the question of the dangers of drug addiction. In addition, the State Public Health Institute was preparing to open special training courses for elementary-school teachers on the same subject.

As regards the nursing profession, the authorities had written, on March 31st, 1937, to the Polish Schools of Nursing asking that the curriculum should be modified to include a study of the problem of narcotic drugs, the dangers of drug addiction, the methods of combating such addiction and the duties of nurses in that sphere. Further, the Polish Ministry of Social Assistance had issued a bibliography of the literature in Polish dealing with this problem which could be used for teaching purposes.

In closing the discussion on this subject, the Chairman thanked the United Kingdom representative for his suggestion that the Governments which had replied in the negative should be reminded of the further considerations underlying the Advisory Committee's resolution, and should be asked to give favourable consideration to the question of inducing university authorities to include instruction on the drug evil in the syllabuses of medical and pharmaceutical studies.

#### 1199. Treatment of Drug Addicts in Tokio : Statement by the Japanese Representative.

M. YOKOYAMA (Japan), though he realised that the question had been deleted from the agenda of the twenty-second session, suggested that the Committee might be interested in a description of a new method adopted in Tokio for the treatment of drug addicts.

For some years past, the Tokio police authorities had noticed an increase in the number of petty thefts committed in districts inhabited or frequented by Korean emigrants. Most of the thieves arrested were drug addicts, and the authorities therefore concluded that, if thefts were to decrease, these Koreans would have to be cured of their addiction, the more so as the vice might spread also to the Japanese inhabitants of the same districts.

Several methods of treatment had been reported to the Tokio central police authorities, including the "gradual cure" adopted in Taiwan and Chosen, and the iodine cure, which had been tried by Dr. Ozawa in Kwantung. After a number of experiments at the laboratory of the Medical Faculty of the Tokio Imperial University, it was found that the treatment by injections of the "I. M." solution invented by Dr. Sakai gave the most satisfactory results.

In 1935, therefore, the Tokio police authorities decided to open an Institute for the Relief of Drug Addicts in an annex of the Musashino Lunatic Asylum at Itabashi, Tokio, on experimental lines and on a very small scale in view of the financial depression then prevailing and the rather small number of patients to be treated.

M. Yokoyama had taken the opportunity of visiting the institute exactly a year previously and had been very much impressed by the good results already obtained. When he had proposed to report on them to the Advisory Committee, the Director had rather diffidently pointed out that the results were not yet conclusive enough to be communicated to an international assembly and that it might be better to wait until the system had been thoroughly tested and adopted throughout Japanese territory generally.

M. Yokoyama, however, felt that it was neither indiscreet nor immodest to describe the good work done, and assumed full responsibility for doing so. Any criticisms or comments which the Committee wished to make would be very welcome.

Since its opening on October 1st, 1935, up to the end of March 1937, the Institute had admitted 1,109 drug addicts, or an average of some twenty-four per day. The number of deaths during that period was five, but not all of them were directly attributable to drug addiction itself. The average length of the addicts' stay in the Institute was about eleven days, and the average duration of actual treatment slightly more than five. Naturally, in such a short space of time, the cure could not be complete, and withdrawal symptoms accompanied by a greater or less degree of pain were frequent. The Institute, unfortunately, had not sufficient resources to deal with the diseases which had given rise to the drug habit. It could only supply the discharged patients with the addresses of general practitioners or hospitals or with advice on the further medical treatment required.

The material inability of the discharged patients to follow such suggestions and their inclination to return to their old habits explained the high percentage of relapses, amounting in the case of Japanese patients to 11% in the case of Koreans to about 20%. Recently, however, the Tokio police authorities had adopted the policy of sending the discharged patients to reformatories.

Out of the total number of 760 patients treated during the first year of the Institute's existence, 230 were Japanese and 530 Koreans. Japanese addicts had contracted the habit as the result of ordinary illnesses and usually followed their own doctor's instructions as regards the methods of injecting the narcotic drugs. Many of the Koreans admitted that they had been tempted by their fellow-countrymen to resort to drugs, which they usually injected by the intravenous method without taking any antiseptic precautions.

At this point, M. Yokoyama explained in detail the methods and appliances usually adopted for this purpose by Korean addicts, and exhibited a photograph showing the condition to which the bodies of such addicts were reduced by the constant application of intravenous injections.

For such injections, Koreans in the majority of cases utilised a mixture of heroin and cocaine, morphine being used in other cases. Japanese addicts, on the other hand, utilised ampoules of morphine obtained on medical prescriptions.

The principal method of treatment adopted by the Institute was to give intravenous injections of the special I.M. solution (various samples of which M. Yokoyama had brought with him and would be glad to show to members of the Committee) and subcutaneous injections of "spamidol". Apart from vomiting and diarrhoea pains during the first twenty-four to forty-eight hours, patients did not suffer greatly. They lost their appetite for several days, but, as the symptoms of addiction disappeared, the appetite increased and there was also a rapid rise in weight. M. Yokoyama circulated photographs showing the condition of patients before and after treatment. A remarkable fact was that, after three days, addicts showed no further desire to resume the old



habits, even though the necessary appliances were left within their reach. He had himself seen a patient who had taken narcotic drugs for twelve years in order to relieve acute arthritic pains and who, after five days' treatment at the Institute, was completely cured. A further gratifying feature of the system was that, whereas in Chosen, drug addicts were inclined to resent the radical measures taken to cure them of addiction, the methods employed by the Tokio Institute had proved so popular that addicts themselves asked the police authorities to admit them to the Institute.

A full technical description of the Institute's methods would be communicated in writing to the Secretariat in due course, and Dr. Sakai and the Director of the Institute would be glad to supply any further information requested by members of the Committee. He would point out, in conclusion, that even in Japan itself the system had not yet been generally adopted outside Tokio. He was personally convinced that, if it were a quack remedy, the Tokio authorities, who had a population of 7,000,000 under their charge, would never have adopted such a method of treatment.

The CHAIRMAN thanked M. Yokoyama for the interesting statement made. The Committee would greatly appreciate the prompt communication of the technical details promised.

**1200. (a) Draft Minimum Standard Rules for Control over Pharmacies; (b) The Use of Forged Medical Prescriptions in the Illicit Traffic : Appointment of a Sub-Committee to study these Questions.**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) summarised the information contained in documents O.C.1632(b) and O.C.1675. He would welcome any suggestions by the Committee for improving the recommendations made.

The CHAIRMAN suggested that, in view of the international action ultimately necessary if the Director's recommendations were adopted, it would be advisable to set up a sub-committee consisting of the Vice-Chairman, Dr. Carrière, M. Razet, Mr. Anslinger, Major Coles, Colonel Sharman and M. de Myttenaere, to consider and report to the plenary Committee on these subjects.

Dr. CARRIÈRE (Switzerland) and M. de MYTTENAERE, Assessor, supported the Chairman's proposal.

*The Chairman's proposal was adopted.*

Mr. FULLER (United States of America) submitted the following statement which had been prepared by the American Narcotics Administration before receipt of document O.C.1632(b) and which might serve to guide the discussions of the Sub-Committee :

While the expediency of drawing up standard minimum regulations to be applicable under the widely varying conditions met with in different parts of the world may be open to question, I am glad that the Committee has made a place on its agenda for discussion and exchange of views on pharmacy regulations in respect of narcotic drugs, a discussion which cannot but be of value.

In the United States, the retail sale by pharmacies of narcotic drugs and preparations is usually limited to the dispensing of such drugs and preparations upon the authority of prescriptions written by, and received from, qualified medical practitioners for use by specified patients. This, in the United States, constitutes the practice of pharmacy in so far as transactions in narcotic drugs and preparations are concerned.

It is therefore felt by the American authorities that a primary consideration in regulations for the control of pharmacies, in so far as narcotic drugs are concerned, should be (1) the requirement of adequate professional qualification as a pharmacist on the part of every person who actually compounds prescriptions in which narcotic drugs are included and (2) prohibition of the dispensing or sale of narcotic drugs on a prescription by any person not so qualified.

It may be pointed out that there are differences of opinion in regard to retail sale of the so-called exempt preparations. The American Pharmaceutical Association and the National Association of Retail Druggists have expressed the view that the preparations at present exempted, on the ground of small narcotic content, from full control should be subjected to all of the provisions regulating narcotic drugs. These associations admit the possible expediency of continuing the exemption in the case of preparations of minute narcotic content, provided they contain other medicaments combined in such a manner as to render the preparations unusable for addiction purposes and provided that such preparations are subjected to the regulations which apply to all drugs. These associations also express the opinion that, if the present exemptions applying to preparations of minute narcotic content are to be continued, the retail sale of those preparations should, in any event, be limited to registered pharmacists, and prescriptions for them repeated



unless the prescribing practitioner so directs on the prescription, at the same time indicating the number of repetitions.

It is submitted that a second basic requirement of pharmacy regulations should be that of good faith on the part of pharmacists in making up prescriptions which include narcotic drugs. This requirement should be designed in such a way as to impose upon the pharmacist to whom a narcotic prescription is presented for issue a reasonable degree of responsibility with a view to preventing possible abuse by practitioners of the prescribing function.

A third basic provision of pharmacy regulations which is presented as desirable in most jurisdictions is the establishment of reasonable quantitative limitations on narcotic drug stocks which may be purchased by a single retail pharmacy during a given period of time—for example, a year. The quantity to be made available to retail pharmacies could be fixed at a figure found to be reasonable as measured by the requirements of the average pharmacy in each jurisdiction, with provision, however, for additional allowance in cases where a larger, but bona fide, prescription business indicates good cause for such additional allowance. It is felt that such a provision would have the effect of preventing excessively large and professionally unjustifiable sales of narcotic drugs such as are understood to have been made in instances reported from Czechoslovakia and from Japan. It is not suggested that these limitations be applied to registered pharmacies which conduct the sale or distribution of drugs on wholesale terms and are thus lawfully engaged in supplying narcotic drugs to retail pharmacies, physicians and hospitals.

These features are suggested for inclusion in pharmacy regulations as desirable and as adaptable to the conditions met with in most countries in the world.

Dr. SCHULTZ (Austria) said that his impression, after a perusal of the document relating to minimum standard rules was that the question was extremely complicated, and he found it difficult to express an opinion either for or against the proposals made. His suggestion would be that the document should first be discussed and then referred to Governments for their consideration without any final resolution being adopted by the Committee itself.

On the second question of the use of forged medical prescriptions, he proposed, in view of his eminent departure from Geneva, to submit a written statement of the Austrian Government's views on that problem.

M. TELLO (Mexico), as the person originally responsible for the insertion of the second question in the Committee's agenda, thanked the Director for his report on the subject. He noted that the Director's conclusions corresponded with those drawn by his own Government—namely, that the practice of forging prescriptions was closely connected with the improper use of prescriptions by pharmacists. He would defer his further remarks on the subject until the Sub-Committee's report was received.

The CHAIRMAN proposed that M. Tello should also sit on the Sub-Committee for the discussion of question (b).

*The Chairman's proposal was adopted.*

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## TWELFTH MEETING (PRIVATE, THEN PUBLIC).

*Held on Tuesday, June 1st, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

### 1201. Illicit Traffics Situation as regards Clandestine Manufacture (continuation) :

*The Committee decided that the minutes of this discussion should not be published.*

*(The Committee went into public session.)*

### 1202. Examination of the Situation in the Far East (Documents O.C.1682, O.C.1564 (b), (c) and (d)).

M. RENBORG (Secretariat) said that, as regards the situation in the Far East, the Secretariat did not, as a rule, prepare much documentation. This year, it was rather fuller than usual. He referred the Committee to Section VI of the Progress Report (document O.C.1682)<sup>1</sup> and to three communications received from the United Kingdom Government (documents O.C.1564(b),

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<sup>1</sup> See Annex 2, page 120.

(c) and (d), concerning the situation in Manchuria and Jehol. The Progress Report reproduced the resolution adopted by the Advisory Committee at its twenty-first session in 1936 and contained a summary of the replies to circular letter 218.1936, by which it was communicated to Governments. Twenty-three Governments had replied, but replies had not yet been received from a number of countries with special interests in China.

Dr. Hoo Chi-tsai (China) made the following statement :

At the beginning of the discussion on the situation in the Far East, I shall, as usual, make a brief survey of the position in China. This year, however, my statement will be shorter than usual, as the Chinese Government's annual report for 1935,<sup>1</sup> which has already been distributed to you, contains much fuller information than previously. Moreover, the Chinese Government has replied in detail to the various League questionnaires, so that it will be sufficient for me, on the present occasion, to make a statement on the general aspect of the situation in China and to emphasise only the salient features of that situation.

Since our last session, the Chinese Government has been pursuing its efforts in application of the six-year plan adopted in 1934, to which I have already referred at earlier sessions of the Committee.<sup>2</sup> During the past year, no legislative measures introducing new principles have been adopted in the application of the plan, though certain regulations have been enacted to supplement already existing regulations or to amend them in the light of the experience gained since they were first enacted. I shall not deal with these regulations, since I communicated an English translation to the Secretariat some months ago, and that, I know, has been distributed to the members of the Committee.

I wish first to say a few words on the situation in China as regards opium.

As you know, the Chinese Government's policy is to control the cultivation, transport, sale and consumption of opium for smoking. With regard first to cultivation : detailed information as to the area in China under cultivation for the production of raw opium in 1934 and 1935 is given in the Chinese Government's reply to the League questionnaire concerning the preparatory work for a Conference to consider the possibility of controlling the cultivation of the opium poppy. That reply is contained in document O.C.1677(b) and I shall not dwell upon it. Stated briefly, it may be said that the cultivation of the opium poppy is prohibited throughout China (with the exception of the provinces I shall mention later), except in those parts occupied by foreign troops. In those provinces where cultivation is still permitted, it has been reduced. The provinces still permitted to grow the opium poppy are the following : Szechuan, Yunnan, Kweichow, Shensi, Kansu, Ninghsia and Suiyuan. In each of these provinces, however, cultivation has been reduced; the actual figures will be found in the Chinese Government's reply to the questionnaire.

The task undertaken by the Chinese Government is to suppress cultivation of the opium poppy throughout China as from 1940, in conformity with its six-year plan adopted in 1934. Recently, steps have been taken in China to control, not only the opium poppy and raw opium, but also poppy seeds; the illegal possession of the seeds is now punished as severely as the possession of raw opium.

As regards the control of transport of opium and drugs, there is nothing very new to report. The regulations concerning this matter which I communicated to the Committee at its last session show the method adopted in China for ensuring that control. In July 1931, regulations for the control of transport were introduced, with a view to discovering drugs transported by boats, rail, road, and air. Since that date, new regulations strengthening the earlier general ones have been introduced. For example, special regulations now exist for the control of postal packets, which often contain drugs. At the present session, I have communicated to the Committee two new regulations for the supervision of transport by rail (document O.C.1698). One of those regulations relates to the inspection of baggage and of travellers on trains and the other embodies measures for preventing smuggling by railway staff. Again, in March 1937, the central authority sent instructions to local authorities requiring them to take similar measures in respect of road transport for, during the last few years, motor-lorry traffic has greatly increased in China, and it is considered necessary also to ensure that the motor vehicles now becoming much more numerous are not used for smuggling drugs.

There is nothing new to report as regards sales. The 1934 regulations are still being applied, and I would venture to remind you that the policy adopted is to reduce sales year by year so that as provided in the plan, it may be possible to abolish completely the sale of opium at the end of six years. For that purpose, the sales in the shops controlled by the State are being reduced annually.

<sup>1</sup> Document O.C./A.R.1935/51.

<sup>2</sup> See Minutes of the Nineteenth (pages 54 *et seq.*), Twentieth (pages 80 *et seq.*) and Twenty-first (pages 52 *et seq.*) Sessions of the Committee.

Finally, as regards the fourth stage in the Chinese Government's scheme of control—consumption—the Committee will remember that all smokers must now be registered, and that opium can only be sold to registered smokers. Figures of the registered smokers, by province, are given in the Chinese reply to the questionnaire. The total number is placed at about 3,700,000. The policy adopted by the Government for reducing consumption is to reduce annually the number of smokers.

As it now knows the number of smokers, the Government is trying to cure them, so as to be able to suppress the use of opium for smoking within a certain period. The ideal towards which we are working is, in principle, to cure one-fifth of the registered smokers every year. For that purpose, it is clear that an adequate number of disintoxication hospitals is necessary. A short time ago the Chinese Government sent instructions on this subject to the local authorities based on the following principles: the local authorities of each locality, town or district must establish hospitals in proportion to the number of registered smokers in the locality in question. The proportion is as follows: 200 beds for 20,000 smokers. If, for example, there are 40,000 smokers, the number of beds in the disintoxication hospitals must be 400. In a small district with 2,500 registered smokers, the number of beds required will be 25, and so on. That proportion will make it possible to cure the opium addicts within the prescribed time-limit. The rate of treatment is estimated at two persons per bed per month. If, therefore, a hospital has 100 beds, 200 smokers can be treated there each month, 2,400 in a year and 12,000 in five years—that is to say, the proportion fixed by the Government.

These figures represent, of course, the ideal in view, and money and staff are necessary for the execution of the plan. Although instructions have been prepared, I cannot say definitely that hospitals will be set up as proposed, but I am sure that the instructions will not be overlooked, and that wherever funds permit and staff is available the necessary efforts will be made to carry out the instructions sent by the central authorities.

Moreover, the Chinese Government's experience has shown that the mere medical cure of smokers and addicts is not sufficient, and that after the medical cure something more is necessary to prevent their returning to their old habits. For that reason, wherever possible, the patients in a disintoxication hospital are given some reformatory treatment also. Courses have been organised, lectures are given on a number of questions, with a view to the rehabilitation of the patient and to effecting a change in his mentality. Most addicts and opium-smokers belong to the poorer classes and the possibility is being considered of giving them vocational training; wherever funds permit, workshops have been installed for addicts and opium-smokers who have left the hospital after treatment, in order that they may learn a profession. In some towns, these people are employed for public works such as the construction of roads. This system gives rather encouraging results. After they are cured, they spend several months in hard work; they cannot obtain drugs and there is thus a greater chance of preventing their return to their old habits.

The 1935 report gives the number of addicts treated during that year in the hospitals; they number about 300,000. It should be noted that all those who have the means to do so prefer to be treated at home rather than in the disintoxication hospitals. These should therefore be added to the figure I have just mentioned. Since 1935, there has not been sufficient time to ascertain what percentage of the patients treated return to their old habits on leaving hospital. This problem requires careful attention, and I hope to be able to give the Committee information on the point at a later session.

Another fact of interest is that, since February 1937, the Chinese Government has instituted control over the sales of accessories for smoking. Before that date, opium and its consumption were controlled, but pipes and lamps are now also subject to control. I can therefore say that the plan introduced by the Chinese Government in 1934 is being applied progressively and that the results obtained up to the present are not discouraging.

It is clear that the results are not the same in all the provinces, but, speaking generally, progress has been made, throughout Chinese territory not under foreign influence, as regards the reduction of poppy-growing and of the number of smokers, and the measures of control outlined in the Government's plan are functioning satisfactorily. The sale of smoking-opium is already entirely prohibited in the following provinces, municipalities and districts—that is to say, in all the provinces where conditions make that possible: in Chekiang and Shantung; in the municipalities of Nanking, Tsingtao and Wei-Hai-Wei; in seven districts in the Kiangsi province and in one district in the province of Kwangtung. In all those places the sale and consumption of opium and, naturally, its cultivation also are entirely prohibited; opium cannot be smoked, and it is not even possible for smokers to be registered.

A year ago the Chinese Government sent to all the provinces special commissioners to supervise the application of the six-year plan, and these have now reported to the Government. Since March 1937, the Central Government has appointed permanent resident commissioners in fourteen provinces. Each commissioner will have his bureau, including a staff of varying size according to the size of the province and the gravity of the problems to be solved. Each bureau will have two expert statisticians familiar with opium and drug statistics. Up to the present, the statistics have not been very satisfactory, but for the future, thanks to the specially trained staff there is

reason to hope that the Committee will no longer be able to complain of any shortage of statistical data concerning China.

I will pass next to the question of drugs. As a description of the position in China, so far as manufactured drugs are concerned, I have found an impartial and, in my view, just statement in the report of the Shanghai International Settlement distributed to the Committee in document O.C.S.312. That report, of course, refers only to the Settlement, but the situation described there is the same as throughout China. Because of its precise and striking character, I propose to quote the passage in question taken from page 20 of the report :

“ Following the effective enforcement of the new regulations, there has been a notable decrease both in the clandestine manufacture and in the sale of heroin and red pills among the Chinese population. At the same time, it was observed that Koreans and Japanese in ever increasing numbers became engaged in the sale of heroin, so that towards the end of the year they were playing an important part in the local clandestine traffic of heroin, most of which has been smuggled to Shanghai from other northern cities, principally Tientsin.”

I would repeat that this passage describes exactly the position in China, and I cannot improve on it.

The severe penalties decreed by the Chinese Government have therefore given results. The new regulations prescribe in particular the death penalty for traffickers in manufactured drugs, and although some people regard those regulations as too severe, they have given encouraging results.

In this connection, I desire to point out that foreign newspapers often publish exaggerated news of executions in China and seriously confound offences relating to opium with those relating to manufactured drugs, supposing that the death penalty applies in both cases. The Chinese Government has been criticised, in foreign newspapers for executing opium-smokers, whereas the use of smoking-opium is authorised; gruesome and fantastic figures have even been mentioned in this connection. The situation in China is not at all that described in the newspapers. It is not necessary to remind the Committee that the death penalty only applies to traffickers in, and manufacturers of, manufactured drugs. The death penalty provided in the regulations is rarely applied in connection with opium, except in extremely serious cases of cultivation or illicit traffic—for example, if some individual incites the crowd to resist the authorities responsible for enforcing the regulations prohibiting poppy cultivation.

If the ravages caused by the traffickers in, and manufacturers of, manufactured drugs—who are liable to the death penalty—are borne in mind, these rascals well merit capital punishment. If that penalty had been applied in all countries, the work of the Advisory Committee would have been greatly facilitated, many human lives would have been spared and there would have been fewer lingering deaths from addiction.

It is true that, under the Chinese regulations, the death penalty is applicable to those who indulge again in manufactured drugs after having been cured, but, this penalty has been applied only rarely and in exceptional cases; its object is to compel other addicts to cure themselves and to serve as a warning against the use of manufactured drugs.

As regards Indian hemp, the Committee will recall that, at several of our earlier sessions, reference has been made to cases of smuggling of this drug from Chinese Turkestan to India. I duly reported to my Government the complaints continually made in regard to this matter and am glad to note that the report on India for 1936 (document O.C.S.312(b)) contains the following passage :

“ The imports of contraband charas into the Punjab and the North West Frontier Province have diminished to a great extent on account of the prohibition imposed by the Chinese Government on cultivation of hemp plant in Central Asia and export of charas.”

This is yet another independent witness which I have ventured to quote, because the passage shows that the Chinese Government has done what is necessary. I desire to thank the Government of India for having been good enough, in view of its earlier complaints, to refer in its report to the collaboration afforded by the Chinese Government.

To sum up, I propose to quote yet another independent witness—Dr. Stampar—who was sent to China by the League of Nations and who knows the country very well. On his return from China, Dr. Stampar presented to the Health Committee a striking report (document C.H.1220) which has been published in the *Bulletin of the Health Organisation*. That report says :

“ The success of the opium campaign calls for particular notice. Formerly cultivated extensively, opium is now grown in only a few provinces, and the punctuality with which the suppression programme has been carried out gives confidence that it will be brought to completion. Besides limiting the area cultivating the poppy, the Government is taking more direct measures, compelling all opium addicts to be registered and establishing opium hospitals for their cure. Traders in narcotics have been very severely punished. It must be added, however, that the Government is seriously impeded in its work by the existence of extra-territorial privileges.”

Such is the evidence of a person well qualified to express an opinion on what is happening in China. There is no need to explain the significance of the last phrase referring to extra territorial privileges, which seriously hamper the Chinese Government's action in the matter of drugs. The Committee is aware that smuggling in the East, especially of manufactured drugs, practised by certain foreign nationals who are only too well known to the Committee, is paralysing all the efforts of the Chinese Government. Until that situation is changed, China cannot be freed from the drug scourge. The position from this point of view has undergone no change since the last session of the Committee; it has not improved, in spite of the resolution adopted by the Committee in 1936 to which M. Renborg has referred. It can be said without exaggeration that the situation has become worse, and that its world repercussions are becoming increasingly apparent. The statements made in the Egyptian report for 1936 on the world sources of white drugs leave no doubt on the subject. In my view, the Committee will not be doing its duty if it does not give all the attention it deserves to this aspect of the problem, which, as I see it, may be regarded as the key to the whole drug problem.

The CHAIRMAN thanked the representative of China for his statement and congratulated the Chinese Government on its energetic measures. The Advisory Committee would certainly wish to take an appropriate decision in the matter. It was satisfactory to learn that the capital penalty applied mainly to traffickers and that it was rarely enforced in the case of addicts.

M. FULLER (United States of America) made the following statement :

Before undertaking to speak of the situation in China to-day, I wish to say a word or two of appreciation for the Chinese annual report for 1935, which has been in the hands of the Committee for some time past. Fault may be found with this report, on the grounds of incompleteness and of inaccuracy, but this is true of a great many of the other annual reports which are received from Governments. In contrast to previous Chinese reports, the one for 1935 contains a great deal of definite, concrete information—enough to show the nature of the efforts which the Chinese National Government was, in the year under review, devoting to the campaign against the drug evil. And I am informed that a supplementary report will be submitted in respect of 1935 to fill certain gaps in the report already received. I think that the members of the Committee will agree with me that the Chinese annual report for 1935 is unquestionably the best which the Chinese Government has yet presented.

Turning now to the situation in China as it was in 1936 and as it is to-day; China being far and away the largest single producer of raw opium in the world, it would seem logical to consider first : developments in respect of the production of raw opium; second : the situation in respect of illicit imports; third : the situation in respect of illicit export : and lastly : developments in respect of illicit manufacture.

As to the production of raw opium, the information which we have received in my country indicates that, in the provinces of China where there is no Japanese influence, a sincere effort has been made to reduce the production of raw opium and that this effort has met with surprising success. The Committee will recall that, in China south of the Great Wall, the principal producing provinces have for years been Yunnan, Szechuan and Kweichow. It will recall that, for years past, the production of Yunnan has been estimated at 4,500 tons per annum, that of Szechuan at a similar figure and that of Kweichow as usually around 400 tons.

I am happy to say that the information which has reached me indicates that in the three provinces referred to (and they represent most of the production south of the Great Wall), the restrictive measures enforced by the Chinese Government are now commencing to have a noticeable effect. The production for the crop year 1936/37 is estimated to have been reduced in Yunnan by about 50 % and in Szechuan by about the same proportion, till it now rests at about a half of the usual output.

When we come, however, to the provinces under Japanese control or influence, we find a very different state of affairs. In the three north-eastern provinces—that is to say, Manchuria—we find that the area designated by the regime now functioning in that region for lawful opium-poppy cultivation in 1937 was 156,061 acres, as compared to 133,333 acres in 1936, an increase of 17 %; and that unlawful cultivation had reached a point such that the regime referred to found it necessary, on February 6th, 1937, to issue a public warning to unlicensed cultivators. The anticipated gross revenue from Government opium sales in Manchuria in 1937 is estimated at a figure over 28 % greater than the gross revenue realised in 1936. As interest in the welfare of the people seems inconsistent with a policy of selling them more opium, one is necessarily led to see in this drive against illicit poppy growing nothing more than an effort to destroy business competition.

Last year<sup>1</sup> I said to the Committee : "Where Japanese influence advances in the Far East, what goes with it? Drug traffic". This continues to be the case.

The developments of the past year in the province of Chahar afford a striking illustration. When the military forces of the regime now functioning in Manchuria and Jehol occupied northern

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<sup>1</sup> See Minutes of the Twenty-first Session of the Committee, page 66.

Chahar, there immediately resulted a forced increase in the area sown to poppy and in opium production; and morphine factories were at once started in Chahar by Japanese. One was started at Kalgan and later moved to Changpeh, where it would not be so conspicuous. Another is at Kalgan. Both use local and Jehol opium. The former is reported to employ 342 persons. The latter is reported to employ 170 workers and to have an output of 50 kilogrammes of heroin daily or some fifteen times the world's legitimate needs.

As for Inner Mongolia, the following excerpt from the "New York Times" of November 17th, 1936, would appear to call for explanation :

" Shanghai, November 16th, 1936.

" The critical Suiyuan province situation, made obscure by many contradictory reports, was clarified this evening by Major-General Seiichi Kita, Japanese Military Attaché in Shanghai, when he explained his country's participation in this curious Inner Mongolian crisis. He said :

" ' In order to offset Outer Mongolia's highly mechanised army, which is equipped by Russia, we have assisted the Inner Mongolians by selling them planes'. He continued : ' Reports that these Mongols are too poor to buy tanks, armoured cars and munitions are untrue, for they have assets such as a vast opium harvest. We have been paid in kind.' "

Turning now to the question of illicit import into China, the Committee will recall that a great deal has been said, and continues to be said, about the illicit import into China of both raw opium and manufactured drugs. Owing, however, to loose terminology, much of this talk has been misleading. Drugs brought into China from the Kwantung Leased Territory may properly be regarded as imports, but to describe as importations drugs brought into China south of the Wall from China north of the Wall is a misnomer. That is illicit movement within the country and cannot properly be described as import.

Movement of manufactured drugs from Europe to China appears to have ceased entirely in the past three years, the current of illicit traffic having set in the opposite direction. According to reliable information, illicit import into China is now limited to raw Iranian opium from Iran and from Macao, to morphine and heroin from Dairen in the Kwantung Leased Territory, to comparatively small quantities of cocaine from Formosa and Japan and to raw opium from Chosen.

The import into China of raw opium of any origin whatever is forbidden by law. Nevertheless, reliable information is to the effect that 500 chests, or 36,000 kilogrammes, of raw Iranian opium were shipped from Iran to China in the Iranian year 1935/36 and 700 chests, or 51,000 kilogrammes in the Iranian year 1936/37. Contrary to the terms of the drug Conventions, an ever increasing flood of Iranian opium continues to be imported into Manchuria for use in the manufacture of morphine and heroin, at least forty to fifty tons a year, sufficient for the manufacture of four or five times the world's annual needs of heroin for medical and scientific purposes. The annual report of Macao for 1934 indicated the export from that colony of raw Iranian opium in huge quantities. Subsequent reports of seizures indicate that illicit export from Macao to neighbouring territory continues.

It was reported that, in April 1936, some 17 tons of Yunnan opium were despatched in a single lot from Yunnanfu by railway across Indo-China to Haiphong and thence by steamer to Kwangchow-Wan (the French leased territory in South China). I am now informed that this lot of opium was almost all transhipped at sea and conveyed for distribution to the Chinese coast near the Canton delta, a small quantity only being delivered at Kwangchow-Wan. Perhaps the French representative or the Chinese representative could give the Committee further information concerning this transaction.

Further, with regard to the smuggling of raw opium into China north of the Great Wall, may be mentioned the movement of raw opium from Chosen to Manchuria. On February 2nd of the current year, Director Munesue, of the Monopoly Bureau of the Government-General of Chosen, was reported in the *Keijo Nippo* (Japanese language organ of the Government-General of Chosen) as having, on February 1st, 1937, made the following statement to the Press :

" About 41,335 lb. of opium have been exported annually to Manchuria. At a conference of departmental opium secretaries in Tokio, it was recently decided to increase this volume pursuant to demands from Manchuria as well as to demands for increased cultivation of poppies in North and South Kankyo provinces.

" In February or March, I plan to visit Manchuria to conclude a contract to this end.

" Present compensation to poppy growers is about 120 yen per *kwan* (8.267 lb.). If production is increased from 7,000 *kwan* (57,870 lb.) to 10,000 *kwan* (82,670 lb.), poppy growers will receive more than 1,000,000 yen."

In an official Press release of February 20th, 1937, the Monopoly Bureau of the Government-General of Chosen announced a three-year programme of extension of poppy growing, which embodied the following features :

*" Poppy cultivation :* added area of 2,457 acres in Keiki, South Kankyo and Kogen provinces to be developed; 492 acres in 1937, 1,228 acres in 1938, and 737 acres in 1939.

*" Opium manufacturers' guilds* to be established, to be provided with Government subsidies and be made responsible to the Monopoly Bureau authorities for direction of poppy growing, manufacture and delivery of crude opium, and advancement of loans to poppy growers."

Of possible significance in its relation to the whole problem of increased opium production in Chosen, and the ease with which that drug may be obtained in Chosen, is a Press item of February 24th, 1937, reporting the arrest for opium addiction of a twenty-two-year-old Japanese college student. Efforts to eradicate narcotic addiction in Chosen continue unabated, and the increased opium production referred to is frankly designed for export to Manchuria.

The matter of illicit export from China received extended consideration in the Sub-Committee on Seizures and is discussed in that Sub-Committee's report.<sup>1</sup> With regard to manufactured derivatives of opium, which formerly moved from Europe to China, the current has reversed itself and the movement of such drugs is now from China and Dairen to North America, to Egypt and to Europe. As of possible interest to the Committee, however, and as illustrating the constant improvement which smugglers are making in their methods, I am handing over to the Secretariat a photograph of a packet of pressed heroin which is reported to be openly on sale at Tientsin and which is exported from there to other parts of China, including Shanghai, by Japanese and Koreans who use the railway as a means of transportation. These packets of pressed heroin look exactly like a cake of packed soap. Each packet weighs 132 grammes, measures  $3\frac{1}{2} \times 2 \times 1\frac{1}{2}$  inches and costs in Tientsin 37.50 yen per packet. One side of the cover looks exactly like the attached photograph, while on the other side there is a replica of a sail-boat surrounded by a fancy frame. On the narrow sides of the packet, there is an inscription in Chinese reading: "Beware of Imitations". Both ends of the packet are sealed with pieces of paper on which is printed an anchor with the figures "235". A piece of string is run through these pieces of paper and sealed with a lead plumb. The lead plumb also has an anchor stamped on one side and the figures "235" on the reverse side. Such packets are mostly used for local sale. For export, a special packet is prepared consisting of four similar cases weighing altogether 569 grammes.

Turning now to the situation in respect of illicit manufacture, information available to the American authorities indicates that, while, in a few of the provinces south of the Great Wall, some progress was achieved in 1936 in suppression of such manufacture, the manufacture of black base and other opium derivatives continued unabated in all regions under Japanese control or influence, notably in Manchuria and Jehol and in the province of Fukien, and also in certain regions in China to which neither Japanese nor other foreign influence extends.

Fukien Province, where Japanese influence is apparent, using as a raw material principally raw Iranian opium, apparently continues to be the seat of a flourishing heroin manufacture.

The province of Hopei, in which Peiping, Tientsin and the so-called demilitarised zone are located, has become the seat of the world's most extensive manufacture of illicit heroin. The conditions in Peiping, Tientsin and Eastern Hopei are appalling and beyond description. In Hopei the traffic is engineered and controlled by Japanese and Koreans, but it should be noted that Szechuan, Kansu and other outlying provinces which are remote from foreign influences continue to turn out black base and other opium derivatives.

The Committee may be interested to know that, in the summer of 1936, an enterprising dealer in opium at Peiping instituted an advertising campaign, through the mails, to dispose of his opium, as a result of which a number of highly placed and eminently respectable foreigners in that city received circulars in Chinese, a translation of which reads as follows :

" Sir,

" I have been deeply addicted to opium for more than ten years, and have hitherto purchased from smugglers the native opium which I required. The quality was not pure or good, and the price was also very high. Yesterday, through the introduction of my friend, I purchased from the Li K'ang Native Opium Wholesaler 5 oz. of Jehol opium of special grade bearing tax stamps. When I smoked that opium after preparation, I found that the smell was good and that the effect was great. The selling price is 3 dollars only per ounce. Furthermore, there are the first grade which costs 2.80 dollars; second grade, 2.60 dollars; third grade, 2.30 dollars; and Liangchow, 1.90 dollar. All grades bear tax stamps. If you purchase 100 oz. or more, there will be a rebate of 10 cents. It is indeed true that the goods are excellent and that the prices are cheap. The goods are really of superior quality.

<sup>1</sup> Document O.C.S.306(1). See Annex 1 to the Committee's report to the Council, document C.285.M.186. 1937.XI (Ser.L.o N.P.1937.XI.4), page 23.



" The said Li K'ang Opium Wholesaler is located at No. 10, Hsi Tsung Pu Hut'ung, East City, Peiping, and its telephone number is 1593 East Office. The goods will be sent to you upon receipt of your order by telephone. It will do no harm if all my comrades of the same appetite should make a trial, so as to know that I am telling no lie.

" Respectfully yours,

" A Person of the Same Taste."

I am handing over to the Secretariat a photostatic copy of one of these circulars.

Information in the hands of the American authorities fully confirms the evidence of the Chinese seizure reports and the statements made to the Sub-Committee on Illicit Traffic by the Chinese representative to the effect that illicit traffic in manufactured drugs is rapidly extending down the railways from Hopei Province toward the Yangse River, due to the energetic work of Japanese and Korean pedlars.

Last year, I characterised the situation in Manchuria and Jehol, where, as we were informed by the Japanese representative, there is no legislation to control manufacture of, or trade in, opium derivatives, as " terrifying ". According to information received, the condition in that area is now almost beyond belief. This is the one region in the world where the governing authority not only makes no effort to prevent the abuse of narcotic drugs but actually profits by the rapid increase of narcotic addiction.

The degradation of the population of Manchuria through increasing use of opium and its derivatives has actually come to a pass where even Japanese newspapers published in that area have been moved to protest.

Late in January 1937, there was held in Hsingking, the seat of the central government in Manchuria (formerly known as Changchun), a conference of provincial governors.

After the statements made at that conference of governors, M. T. Kikuchi, the Japanese editor of the *Sheng Ching Shih Pao* (South Manchuria Railway owned Chinese language daily of Mukden), openly criticised the Governments' narcotics policy. He charged that (1) the licensed opium retailing system has not checked the spreading use of that drug, (2) large numbers of young people have taken to narcotics, (3) it is inconsistent for the Government to advocate the improvement of public health and yet permit the population to be poisoned by narcotics, (4) opium and its derivatives are a blot on " Manchukuo's " honour. With the permission of the Committee, I will read translations of three courageous articles from M. Kikuchi's newspaper.

[*Sheng Ching Shih Pao*, Mukden, Manchuria, January 24th, 1937.]

" *Second Day Conference of Provincial Governors of Manchukuo.*

" The Conference of Manchukuo provincial governors was opened on January 22nd, 1937. The second day conference started at 10 a.m.

" On the second day, questions and answers were freely raised and made by the governors and bureau directors of the Central Government departments . . . Public health, colonisation and civil engineering matters were discussed. Both the provincial governors and the bureau directors were unanimous in their opinion that the people's health should be improved and that opium can make Manchukuo perish. They further expressed a hope that the Government will make proper disposal of such matters as a re-examination of the opium policy, evils of opium retail houses, prevention of young people from becoming addicted to narcotics and an expansion of national hospitals."

\* \* \*

[Editorial in *Sheng Ching Shih Pao*, January 27th, 1937.]

" *Opium Retailing and Health Preservation.*

" The danger of opium is known by everyone. There has long been talk of racial and national perdition through opium-smoking. After the establishment of Manchukuo, the Government adopted the licensed opium-house system to prohibit opium-smoking gradually, as it was feared that opium addicts of long standing could not stop smoking immediately. Simultaneously, opium addict sanitarium were established in various places for curing the habit and restoring normal health.

" From the time the opium retail system was established, we have written editorials to serve as warnings. Contrary to expectations, after several years of the enforcement of the opium-retail system, none of the opium addicts has stopped smoking and, in addition, a large number of young people have become opium-smokers. It is, therefore, to the point that at the governors' conference there was expressed a desire to re-examine the licensed opium-house question, in order that the people's health may be preserved.

" In recent years, the Government has paid careful attention to the health of the people and has endeavoured to improve it. Yet the adoption of the licensed opium-house system and the freedom allowed the people to smoke opium as they please in licensed opium-houses affects their health far more than unsanitary conditions. Opium, together with heroin and morphia, causes many deaths (in Manchuria).



" It may be said that, since there are opium addict sanitarium already established for the treatment of the public, the Government can do nothing more if the people themselves take to narcotics like the moths flying into a flame. We feel, however, that, if a proper procedure is required for the purchase of opium and that if the number of licensed opium-houses is decreased, it may be possible to reduce the number of opium-smokers. It is, after all, a shame for any civilised country to permit the open sale of narcotics. In extenuation, it may be said that our country adopted the licensed opium-retail system only as a temporary measure, it having been decided to reduce annually the opium cultivation areas. It would seem practicable to designate a limited number of years for addicts to break off the habit, if not out of public health considerations, at least, in order to adhere to the original aim of reduced consumption.

" The provincial governors this time are of the same opinion as we in regard to the re-examination of the opium question. That is, the people must universally be healthy. Then the country and its race can develop sturdily. The present curious form of health preservation leaves a blot. Moreover, the logic of discussing public health and yet allowing the people to be poisoned seems to be inconsistent. The present conditions may be a plan to get rid of the weak and keep the good. It is, nevertheless, a disgraceful reflection on the people that they should continue to take poison like candy, in spite of the existence of opium-addict sanitarium and public-health organisations. Once orders are issued by the Government, none of the addicts will dare disobey them. If opium-smoking is to be controlled only when the situation develops to its worst, then it will be too late.

" It is sometimes said that since opium-addicts cannot return to normal health, it would be better to let them live or die as they like. We ask, what harm can there be in strictly prohibiting them to smoke opium? Those who die due to Government prohibition are a minority. And by such prohibition, the addiction of young people to the drug may be checked. This will naturally greatly preserve the health of the people.

" Some say that opium is a rich source of Government revenue. If it is suddenly cut off, the Government cannot make up the loss. We maintain that the land of Manchukuo is wide and fertile and that the cultivation of other crops to take the place of opium would compensate for the loss.

" Why leave this shame, making possible the existence in this country of unhealthy people? We have suggested to the governors' conference a re-examination of the opium-retail question, and although we have not yet heard of the results, it is felt that the Central Government authorities will, for the health of the people, take the matter into deep consideration and make proper disposal of it."

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[*Sheng Ching Shih Pao*, Mukden, Manchuria, February 18th, 1937]

" *Number of Deaths in Mukden during January due to Narcotics Poisoning.*

" The number of deaths in the Mukden municipality during January due to narcotics poisoning has been investigated by the Public Health Section of the Shenyang Police Bureau and is as follows :

	Morphia		Heroin		Opium		Total
	Men	Women	Men	Women	Men	Women	
Reported by							
City Police Office .....	5	1	—	—	—	—	6
East suburb Police Office .....	7	—	1	1	—	—	9
North suburb Police Office .....	1	—	2	—	—	—	3
South market Police Office .....	44	4	27	2	—	—	77
North market Police Office .....	59	—	10	—	1	—	70
Police Office West of railway .....	6	—	—	—	—	—	6
Total...	122	5	40	3	1	—	171

This ends, for the time being, my quotations from the *Sheng Ching Shih Pao*.

Press reports have stated that, in 1935, in the principal cities of Manchuria, nearly 6,000 persons died of narcotic addiction without any provision for their internment. As bearing on this subject, I quote below the statement of an eye-witness who was in Mukden in October 1936 :

" Adjacent to a rag-pickers' market about a reeking open sewer are some fifty or more hovels inhabited by the lowest type of prostitutes who, in addition to their regular occupation, also openly dispense narcotics. The setting was loathsome to a degree. Demonstrating with.

peculiar force the relation of cause to effect, there lay on an ash heap just behind the narcotic brothels seven naked corpses which had evidently been stripped of their rags by fellow addicts. It is generally stated that this is a daily sight, despite regular removal of the bodies by the Red Swastika Society. There was offered no other explanation than that these dead met their end through narcotics poisoning."

The ash heaps of Mukden and Harbin have become so notorious that M. Kikuchi was moved to write the following editorial, which I quote in translation :

[Sheng Ching Shih Pao, Mukden, Manchuria, February 18th, 1937.]

*" Many Dead on Kung Fu Shih Ash Heap.*

" Everyone knows the danger of morphia. There are many people who die from its poison each year. It is lamentable to say that these people, in becoming addicted to morphia, are digging their own graves. The ash heap at Kung Fu Shih, outside of the large west city gate, is the morphia centre of Mukden. It is general knowledge that almost daily drug-addicts die there.

" It is now learned that at the foot of the ash heap there were found dead during the several days after the Lunar New Year thirteen young men of about twenty years of age. Their hair was dishevelled and their faces dirty. They could be recognised at a glance as morphia-addicts. Their upper garments and trousers were stripped from their bodies. Some of them were lying on the ground with their faces turned upward; some with their faces covered; and some were lying in the gutters. It was a pitiable sight. On the morning of the 16th instant, these dead bodies were still lying at that place.

" It is deeply hoped that the Municipal Government and philanthropic organisations will, at an early date, dress these corpses for burial, so as to show regard for humanity and to improve the appearance of the city."

What has the Government which holds or should hold itself responsible for the welfare of the people of Manchuria done about this? In the conference of provincial governors, no remedial measures are reported to have been advocated. The Government's opium programme, for 1937 envisages a 25 % increase in sales over 1936. No intention has been exhibited to check the brazen traffic in morphine and heroin. Mr. Chairman, I put it to you that this is a sad but most illuminating example of the results of greed, of large-scale poisoning of one's fellow-man for gain and an example of total disregard of the obligations which any Government, *de facto* or *de jure*, which hopes to enjoy respect, confidence or recognition, has toward other Governments of the world.

Many of those present will recall an occasion, not so very long ago, when in this Committee an *exposé* was made of illicit manufacture which had suddenly sprung up in an alarming manner in a certain country—an occasion when one of our oldest and most respected colleagues said : " This cancer on the face of Europe must be extirpated ". It was. Now we have another cancer, this time on the face of Asia. It remains to be seen whether those responsible for the ash heaps of Harbin and Mukden, Tongshan, Tientsin and Peiping will do anything about it before they are overtaken by a retribution which all their ill-gotten gains cannot avert.

The CHAIRMAN thanked Mr. Fuller for his detailed statement.

*The continuation of the discussion was adjourned to the next meeting.*

#### 1203. Invitation to the Committee from Senator Justin Godard, of the World Narcotic Defence Association, to attend a Lecture on June 7th, 1937.

M. RENBORG, Secretariat, read a letter addressed to the Director of the Opium Section by Senator Justin Godard, Chairman of the Comité de Patronage of the World Narcotic Defence Association, inviting members of the Advisory Committee to be present at a lecture which he was giving on June 7th, under the auspices of the Association, on opium and narcotics in the French possessions in the Far East.

The CHAIRMAN thought that the Committee would be happy to accept the invitation and to attend the lecture.

*The Chairman's proposal was adopted.*

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### THIRTEENTH MEETING (PUBLIC).

*Held on Wednesday, June 2nd, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1204. Examination of the Situation in the Far East (continuation) (Documents O.C.1682, O.C.1564 (b), (c) and (d)).

M. CARNOY (Belgium) said that Mr. Fuller, in his statement, had been right to insist that the key to the whole problem of China was the relationship between the occupying Powers and the Chinese inhabitants.

A distinction should be made, however, between "Manchukuo" and the other territories. "Manchukuo" had already been dealt with in Mr. Fuller's statement. M. Carnoy would like to ask the Japanese representative for some particulars regarding the position in Tientsin. An alarmist picture of the situation in that province was drawn in a pamphlet which had been communicated by the Chinese representative. Other reports had also emphasised the regrettable nature of the situation.

Japan had given many assurances of her good faith in the struggle against the evil of narcotic drugs and had already obtained valuable results in that campaign. Japan could not, and should not be accused of lacking good faith. Nevertheless, M. Carnoy would like to ask the Japanese representative how it came about that a country which took so active an interest in putting down the evil of narcotic drugs could not manage to put an end to the deplorable situation in a territory controlled by its own troops. M. Yokoyama had said that public opinion should be educated up to the problem, which was obviously desirable. He had also referred to the efforts being made by Japan to increase the severity of sentences passed on offenders; it would seem that this was the principal weak point in the Japanese campaign against the illicit traffic.

RUSSELL Pasha (Egypt) made the following statement :

We have all heard Mr. Fuller's full and authenticated statement on the state of affairs existing in the Japanese controlled territories north of the Great Wall and in some parts of China proper.

I do not know what impression it has made on members of this Committee who have heard it for the first time. If the result is scepticism or a self-satisfying hope that things are not really as bad as they are painted, all I can tell them is that I, too, have got full and ample reports by eye-witnesses which amply confirm what Mr. Fuller and others have said.

As heroin manufacture and sale constitute apparently a perfectly open and authorised trade in Manchuria and Jehol, it is possible for any intelligent traveller to judge of the enormous proportions at which this trade has now arrived, to see with his own eyes the ghastly effects that it is producing on the population and the menace that it is to the rest of the civilised world.

Without attempting to give you a complete account of the narcotic industry and conditions in Manchuria and Jehol, I will quote you some sentences from reports received :

" In the city of Harbin, there are to-day not less than 300 heroin dens without counting those in the city of Foochiatien, which is practically part of Harbin.

" These dens are visited daily by about 50,000 addicts of Chinese, Russian and Japanese nationality.

" Besides these heroin dens, there are in Harbin and Foochiatien 102 authorised opium-saloons which also sell heroin. The number of clients of these dens is about 20 Europeans and 300 Chinese for each den daily.

" Practically one-quarter of the one million inhabitants of these two cities are addicts.

" During the last two years, there have been in Harbin many Japanese addicts, especially among the soldiers and officers of the Japanese army.

" During the very severe Harbin winters, many addicts die in the street : their corpses are left for days in the streets, as nobody bothers to take them away ; even the dogs sometimes will not eat them.

" The supply of drugs is not manufactured in Harbin itself. It comes entirely from the Japanese Concession in Mukden and from Dairen. It is from Dairen that thousands of letters containing drugs are posted to the United States, Egypt and elsewhere.

" The Podol district of Foochiatien is full of heroin dens; there must certainly be a thousand, all for the poorest class of the population; near to the district is a bazaar where second-hand and stolen goods are sold in exchange for heroin. . . . In this district, corpses of addicts are found daily; other addicts are paid ten yen to take away a corpse and bury it. . . . No formalities.

" Peasants arrive daily at Foochiatien to sell their farm produce; they are paid in heroin, and addiction is rife among them; they are pawning their horses, their cattle and even their houses for heroin, till they become completely beggared and their lands are taken over by the opium Monopoly."

These quotations could be continued indefinitely. As you will see from them, conditions in these parts are staggering to the mind of any man who has a sense of decency and pity towards his fellow-men.

The evil is, however, so general and spread over such enormous territories that it is difficult for us, living our comfortable lives, to concentrate our thoughts and actually visualise what these things mean.

Mr. Fuller has described, and other eye-witnesses have written, accounts of conditions in the Japanese concession of Tientsin; one such eye-witness has described the situation to me as follows :

" The Japanese Concession in Tientsin is now known as the nerve centre of heroin manufacture and addiction of the world. The number of opium and heroin dens which go under the names of Yang Hang or foreign firms, number well over a thousand; in addition, there are hundreds of hotels, shops and other establishments where white drugs are openly sold.

Not less than 200 heroin factories are scattered over the Japanese Concession, which is only about four square miles in size. Over 1,500 Japanese experts and 10,000 Chinese workmen are engaged in the manufacture of heroin. As the business is extremely profitable and the supply of raw material abundant, new factories are starting daily; the factories are working perfectly openly.

"Hashidaté Street is the heart of the heroin belt in China. There are in it more than fifty shops, and heroin can be purchased freely in all of them. The heroin is of excellent quality, without adulteration and cheap, the gramme in retail selling for 1 Chinese dollar, while the wholesale price is 500 Chinese dollars (about £45) the kilogramme."

(Russell Pasha added, for purposes of comparison, that the price of 1 kilogramme of pure heroin in Cairo at the present time would be from £500 to £600.)

"Every night we can see coolies and merchants walking about the streets offering heroin for sale. After the famous Manchuria and Jehol dens and factories, the Japanese Concession in Tientsin has become the heroin centre of China proper and of the world, and it is from here that not only the Chinese race but all other countries of the world are being weakened and debauched.

"To the traffickers, of course, the foreign, and especially the American, trade is the most profitable. Most of the narcotics, intercepted abroad, bear a mark of Chinese origin. The reason for this is simple: Japanese laws do not allow export of drugs to foreign countries from Japan or *via* Japan; it becomes necessary, therefore, to ship the goods to foreign ports *via* Shanghai and in some cases direct from Tientsin.

"I have made a very careful calculation and estimate that 500 kilogrammes or more of heroin are shipped weekly direct from Tientsin. This quantity is divided roughly as follows: 60% direct to the United States, 30% to the United States *via* European countries and ports, and the remaining 10% to other countries, including Egypt.

"We should not be far short of the mark if we said that 90% of all the illicit white drugs of the world are of Japanese origin, manufactured in the Japanese Concession of Tientsin, around Tientsin, in or round Dairen or in other cities of Manchuria, Jehol and China, and this always by Japanese or under Japanese supervision. As for the conditions in the dens of the Japanese Concession, words fail when I attempt to describe the revolting and terrible conditions. The dens are dark, the filth is revolting and the scenes ghastly even to a hardened person like myself; in the brothels adjoining the dens, young girls give filthy exhibitions for the sake of a shot of heroin; Chinese, Russians, foreigners lie about on the dirty wooden boards, as also children of two and three years of age, already idiot drug addicts, with swollen heads and thin transparent bodies.

"In the first room of the dens, Korean women (never themselves addicts) are busy at their tasks mixing the heroin with adulterants. A small dose costs 10 cents, 50 cents for a dose of a better quality or for an injection of morphine. The injections are done with dirty syringes, often home-made; the needles are never washed, disinfected or changed, and syphilis is freely spread by the needles from one addict to another. I have seen addicts with whole parts of their chests just a mass of decomposed and gangrenous flesh, with holes in their bodies that you could put your whole fist into, and it is into these putrefying, barely living corpses that the needles of dope are alternately pushed."

I will quote no more.

Mr. Chairman, these conditions exist to-day. There is no getting away from facts. Can we not somehow stir the consciences of those responsible to wipe out this blot on civilisation?

This morning, my Cairo post informs me that a month ago, not less than fifty heroin factories in the Japanese Concession of Tientsin have moved to Tangshan, some two hours distant by train, and that most of the others are to follow.

Let us hope that this is not merely a change of scene, but that it denotes the intention of the authorities to begin the definite closing-down of these sinks of iniquity and depravity.

Colonel SHARMAN (Canada) made the following statement:

The speech of the representative of the United States of America cannot fail to arouse in our minds feelings of acute disquiet, which indeed are perhaps accentuated in the case of those of us who represent countries which, for years past, have been menaced, not only by the possibility, but by the actuality of the illicit introduction of manufactured drugs into their territories from the Far East.

As I have informed the Committee in previous years, my Government views the narcotic situation in the Far East with alarm, and has been compelled to adopt special, and I may say expensive, measures in an endeavour to cope with the resulting flow of narcotic drugs to our Pacific Coast.

It is obvious, from the careful analysis of the present situation by the United States representative, that there has been no amelioration whatever in so far as the illicit manufacture in,

and traffic from, the Far East is concerned, and it will therefore be necessary for us to continue, and in fact augment, our special defensive measures.

I must confess to being impressed in that regard by the tremendous difference between defensive conditions existing in relation to illicit narcotics moving across the Pacific and elsewhere as compared with those in force in relation to the major contagious diseases, such as cholera or plague, which from time to time threaten the world. Under the International Sanitary Convention of 1926, the most urgent measures are immediately taken to notify all other countries by radio, by cable, by telegraph or by means of a weekly bulletin, when outbreaks of plague, cholera or certain other dangerous and contagious diseases are involved; these steps are rendered possible by the initiative of the country in which the discovery is made and are obligatory under the terms of the Convention to which I have referred. This cabled or radioed advice renders it possible for other countries to concentrate on adequate measures to protect themselves from the specific menace to their populations. In relation to illicit narcotics, however, which it will certainly be agreed is another most dangerous menace, we have here definite knowledge of the existence of a state of affairs, involving illicit manufacture of and traffic in these white drugs of addiction in certain portions of the Far East, which is obviously a matter which vitally concerns the other countries of the world.

I do not suggest that the machinery of the Sanitary Convention can or should be duplicated to cover the existing narcotic situation, but I do suggest that, just as plague is discovered and immediately controlled in the place or places where it breaks out, so could illicit manufacture, in the territories to which reference has to-day been made, be susceptible of discovery and control by those on the spot, in such a manner as would render impossible its continuance as a most dangerous menace to the rest of the world.

M. YOKOYAMA (Japan) said he would make a rapid survey of the facts without going into details. In the first place, as could be seen from document O.C. 1569(1), concerning the application of Chapter IV of the Hague Convention, Japan had reinforced her legislation against illicit traffickers by means of three new ordinances. The first two, applicable in China, provided regulations for the control of the traffic in opium and narcotic drugs; the third provided regulations for the control of the traffic in narcotic drugs by Japanese subjects in "Manchukuo". In the previous year, a treaty had been concluded between "Manchukuo" and Japan providing for the application to Japanese nationals of the laws and regulations in force in "Manchukuo". Those laws and regulations provided for maximum penalties of five years' imprisonment and a fine of 5,000 yen. No further ordinance was necessary. Those penalties were not very severe, but the reason for that was well known to the Committee. All the ordinances to which he had referred were in conformity with the 1931 Convention. In addition, the Japanese Government had asked the consular authorities in China to apply, so far as possible, the severest penalties.

As regards South China, he had already made a statement about the co-operation between Chinese and Japanese authorities in Fukien, which was mentioned in the report of the special Sub-Committee on the application of Chapter IV of the Hague Convention.<sup>1</sup> It was not always easy to bring about that co-operation in China, on account of the great size of the country and the disturbed political situation.

With regard to North China, the Japanese authorities intended, as soon as possible, to ratify the 1936 Convention. Meanwhile, patience was necessary, but M. Yokoyama could assure the Committee that there could be no doubt as to Japan's good faith.

The position in Tientsin had been described. Everyone wished to improve, as quickly as possible, the deplorable state of affairs existing there. In order to do so, however, the cause and not the effect must be attacked. The reason for that situation was chiefly political and geographical. Tientsin was situated between two parts of China with entirely different legislations. In South China, there was a total prohibition of narcotic drugs which did not exist in "Manchukuo". Tientsin was the weak spot in the organism and therefore the most readily attacked by the germ of drug addiction. Malefactors existed in Japan as elsewhere, and when the situation was made too difficult for them in Japan they naturally went elsewhere. The Japanese authorities were doing their best, but patience was necessary.

It had also been alleged that the increase in the illicit traffic in China coincided with the Japanese advance. Such a statement was at least exaggerated, if not wholly inaccurate. If it were true, it might be said that there were other influences than Japanese at work. In some cases, it might be a mere coincidence. The Japanese army went wherever military defence was necessary; national defence naturally took precedence over all other problems. Narcotic drugs were a great danger, but the danger of bombs and machine-guns was greater still. The military authorities devoted as much time as they could to the suppression of the illicit traffic.

M. Yokoyama therefore asked that the somewhat annoying bluntness of the allegations made should be modified.

The solution of the drug problem would come only when peace and tranquillity were restored through better organisation. The situation was deplorable, but could not be immediately remedied.

<sup>1</sup> See Annex 2 to the report of the Committee to the Council on the work of its twenty-second session (document C.285.M.186.1937.XI) (Ser. L.o.N. P.1937.XI.4), page 33.

Referring to "Manchukuo", M. Yokoyama held no brief for the existing system. He could confirm Mr. Fuller's statement about the reaction of public opinion to the defects of the Opium Monopoly in "Manchukuo." Even in Japan there were severe critics of the present-day monopoly, such as Professor Miyajima, who had made a personal tour of "Manchukuo" and had come to the conclusion that the social position could not be improved without radical changes. The difficulty was that the law was not properly applied and that the evil had been deeply rooted for a very long time.

With regard to Chosen, M. Yokoyama had no definite information to offer Mr. Fuller as to the regulations concerning poppy cultivation and the sale of opium, but he would make enquiries and if he found anything contrary to the principles laid down by the Advisory Committee, he would notify the Japanese Government.

He realised that all this was not very satisfactory, but Japan was doing its best in a very difficult situation.

M. Yokoyama had just received a telegram from Tokio stating that the chief of the gang concerned in the Seattle cocaine case of March 1937 had been arrested on May 28th, at Dairen, and that the Japanese authorities hoped to obtain valuable information from him.

M. Yokoyama's feelings on the matter were divided. He had a dual personality: as an idealist he would like to have action taken immediately, even if it necessitated sending sheaves of telegrams to his Government, but as a practical man he realised that the difficulties were so great, the countries so far away, that no formal promise could be made. Japan laid too great store on her national honour to make promises that could not be carried out.

The CHAIRMAN thanked M. Yokoyama for the sincerity of his statement and sympathised with him in his difficult position. He said that the Committee would welcome more detailed reports concerning China. In the 1935 report from Japan, there was nothing of importance about Tientsin. M. Yokoyama had reported an improvement in the situation at Amoy, but this was the first information the Committee had received on the subject.

Dr. DE VASCONCELLOS (Portugal), after expressing his appreciation of the high level of the debate, went on to say that, in order to find the remedy which everyone desired, it would be necessary to go to the extreme limits, as had already been done in China. He was against the death penalty, but considered that in those countries where it existed no-one more richly deserved the application of that penalty than illicit drug traffickers who murdered not merely individuals but the masses.

He paid a tribute to M. Yokoyama's sincerity and suggested that it would be useful to circulate freely the speeches which had been made on the subject under consideration.

Mr. Fuller's survey had drawn attention to the fact that the annual report on Macao for 1934 indicated the export from that colony of raw Iranian opium in huge quantities. Dr. Vasconcellos considered the word "huge" to be grossly exaggerated. In any case, the statement in question only referred to one particular year. In actual fact, all the measures necessary to improve matters had been taken.

Major COLES (United Kingdom) said he would not add to the facts and figures already given, but wished to support what previous speakers had said with regard to the gravity of the peril. He had appreciated M. Yokoyama's explanations and would bring to his notice any information that might reach him on the subject.

Dr. CARRIÈRE (Switzerland) had thought until now that the problems the Committee was discussing at the moment were of little interest to anyone but the Far-Eastern countries. After hearing the statements just made by various members of the Committee, however, he felt bound to say that the situation in the Far East was a grave danger, a menace to the whole world. He had been specially struck by one figure given by Russell Pasha, who had estimated the quantity of heroin despatched weekly from Tientsin to the United States at 500 kilogrammes. Even if that were too high an estimate, the situation was appalling and recalled the worst days of the European illicit traffic. M. Yokoyama recommended patience, and he was right; work of the kind on which the Committee was engaged required patience, and that was too apt to be overlooked perhaps, in some circles. Nevertheless, in circumstances like those just described, it was necessary to take a firm line. No one—he himself least of all—questioned M. Yokoyama's loyalty and good faith and the spirit of conciliation and co-operation he had displayed in the Committee. But, at the same time, Dr. Carrière hoped that, in the present circumstances, the idealistic side of M. Yokoyama's personality would prevail over the practical.

M. BOURGOIS (France) expressed the hope that the publication of the facts laid before the Committee would have an influence on world opinion. The first thing the Committee should do was, in full agreement with Japan and the other countries concerned, to seek, by all possible means, to obtain official confirmation of these facts.

Dr. HOO CHI-TSAI (China) expressed his pleasure that the gravity of the question for the whole world was being realised. He especially thanked Mr. Fuller for his appreciation of the efforts

made by China to wipe out the menace. The presence of non-Chinese drug traffickers in China had created a situation that could only be described as tragic. The information given by previous speakers was entirely accurate and could be confirmed.

In reply to M. Yokoyama, he agreed that there was some co-operation between the Chinese and Japanese authorities in Fukien. As regards other parts of China, M. Yokoyama had said that, owing to the "disturbed political situation", co-operation was not always easy to achieve. M. Hoo would not discuss that statement, since the Committee was not a political but a technical organ. In any event, in all parts of China not under foreign influence, great progress was being made in the campaign against the illicit traffic. China's desire to suppress this evil was universal. If there were any lack of eagerness to co-operate in fighting against the menace, it was certainly not to be found amongst the Chinese.

Chinese co-operation, moreover, was not always necessary. The Japanese had it in their power to make great progress in the right direction unaided—for example, in the Japanese Concession at Tientsin. M. Yokoyama had said that Tientsin was the weak point. At Tientsin, in the foreign concessions, there was no Chinese control. Tientsin had existed long before the Advisory Committee or even the League of Nations itself, and had never been a weak point in the past. It had become so in proportion to the advance of the Japanese influence there.

There were four national concessions at Tientsin—English, French, Italian and Japanese. In only one of those concessions had illicit manufacture of drugs on a large scale been noted, and that concession was the Japanese. Did M. Yokoyama mean to imply that Japanese concessions were invariably "weak points"?

Illicit drug trafficking often acted like a boomerang, the purveyors of the drugs often becoming its victims in their turn. It had been said that, a few years ago, there were no Japanese addicts. At the present time, drug addiction was not confined to the lower classes in Japan; it was said to have spread even to the soldiers. Unless the Japanese authorities took more urgent steps to combat that danger, it might recoil upon their own heads.

He thanked M. Yokoyama for his assurances that action would be taken in the future and, especially, that Japan would ratify the 1936 Convention.

He assumed that M. Bourgois' suggestion referred to the resolution adopted by the Committee a few years ago as regards information to be furnished by Governments concerning the situation in Manchuria and Jehol. If so, he was entirely in agreement.

M. YOKOYAMA (Japan) was sorry that any misunderstanding should have arisen, and pointed out the difficulty of explaining such subtle points in a foreign tongue. He had not intended to refer to the whole of China when he spoke of Sino-Japanese co-operation. It was not possible to generalise. In the Province of Fukien, for instance, progress had been made at Amoy but not at Foochow. As regards Tientsin, he had spoken only of the Japanese concession, to the deplorable situation of which attention had been drawn.

In reply to the Chairman's wish for fuller and prompter reports, he explained that such reports were difficult to prepare, since cases of illicit manufacture were as thick as mushrooms after rain.

He thanked Dr. Hoo for pointing out the possible future danger to Japan.

*The continuation of the discussion was adjourned to the next meeting.*

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#### FOURTEENTH MEETING (PUBLIC).

*Held on Thursday, June 3rd, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1205. Examination of the Situation in the Far East (continuation) (Documents O.C.1682, O.C.1564 (b), (c), (d)).

Mr. FULLER (United States of America) directed the Committee's attention to a confidential report communicated by the United Kingdom representative concerning a seizure of prepared opium at Hong-Kong on March 15th, 1937. The report gave a careful and useful description of the manner in which the prepared opium was concealed on board ship. It might well constitute a model for reports on steamship seizures. Colonel Sharman had pointed out how useful it was to steamship officers to know how the drug was concealed.

M. PILOSSIAN (Iran) referred to the statement of Mr. Fuller, the United States representative, as reported in the information Section *communiqué* of June 1st, 1937. He quoted the following paragraph :

"Though the import into China of raw opium was forbidden, 36,000 kilogrammes of raw Iranian opium were shipped from Iran to China in 1935-36 and 51,000 kilogrammes in 1936/37. Forty to fifty tons a year of Iranian opium, sufficient for the manufacture of

*R. H. A. S.*

four or five times the world's annual needs of heroin for medical purposes, were imported into Manchuria for the manufacture of this drug. The annual report of Macao for 1934 indicated the export from that colony of raw Iranian opium in huge quantities."

He had not Mr. Fuller's statement before him, but it seemed to imply that there had been several consignments of Iranian opium, of which two had gone to China proper and the rest to Manchuria. In point of fact, there had been only two consignments to Manchuria, both imported regularly under import certificates issued by the official authorities, and none to China proper.

Mr. WILD (India) wished, on behalf of his Government, to express appreciation of the Chinese Government's efforts to reduce the smuggling of charas from Turkestan and to improve the opium position in Yunnan. As to conditions in "Manchukuo" and Tientsin, India was only one of the countries that was suffering from drugs from that source. Much of what had been said at the Committee's meeting on the previous day must have come as an unpleasant surprise to the Japanese representative. The Committee's object was, however, to strengthen his hand in bringing influence to bear on the "Manchukuo" authorities to get them to take drastic steps to cope with the evil.

**1206. Examination of the Situation in the Far East (continuation): Reference of the Question to the Sub-Committee on the Application of Chapter IV of the Hague Convention for the Preparation of a Resolution.**

RUSSELL Pasha (Egypt) proposed that the Advisory Committee should request the Council of the League to instruct the Director of the Opium Traffic Section to prepare a copy of the statements made by members of the Committee on the drug situation in the Far East and to forward it to the Far-Eastern Governments for information and observations.

Colonel SHARMAN (Canada) supported the proposal. He assumed that the members of the Committee would have an opportunity of perusing their remarks.

Dr. HOO CHI-TSAI (China) recalled that a similar proposal had been made in 1934. He could not be sure whether on that occasion the Minutes had been sent to all the Governments interested or only to China and Japan. He thought that they had been sent to all the Governments concerned, and suggested that the same procedure might be adopted on the present occasion.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Minutes had been communicated officially to the Chinese Government and the Governments of the Treaty Powers.

The CHAIRMAN enquired whether Russell Pasha accepted the Chinese representative's amendment.

RUSSELL Pasha (Egypt) replied in the affirmative.

M. YOKOYAMA (Japan) said that he was quite prepared to fall in with the proposal. He did not intend, however, to wait until the documents in question were forwarded by the Council. He intended to communicate the Minutes to his Government without delay.

M. DELGORGE (Netherlands) enquired how soon the Minutes would be officially communicated to the Treaty Powers.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that it would not be until the Council had adopted the Advisory Committee's report in September and the Minutes had been printed.

The CHAIRMAN thought that the Committee would wish to accept the Egyptian representative's proposal, as amended by the Chinese representative.

*Russell Pasha's proposal, as amended by the Chinese representative, was adopted.*

The CHAIRMAN thought that the discussion that had taken place on the situation in the Far East was important, interesting and intensely moving. It called for an appropriate decision on the part of the Committee. He suggested that the Sub-Committee on the Application of Chapter IV of the Hague Convention should be requested to draft a resolution on the subject. That draft would then come before the plenary Committee for discussion.



M. CARNOY (Belgium) supported the Chairman's proposal. He agreed as to the importance of Russell Pasha's proposal to communicate the Minutes of the discussion to Governments. But that proposal in itself was not enough. The Committee must not remain neutral, but must frame an energetic text. It must make it clear that it believed the facts adduced to be accurate and wanted action taken to put an end to the situation existing in the Far East.

The CHAIRMAN enquired whether the Committee was in favour of asking the Sub-Committee on the Application of Chapter IV of the Hague Convention to frame a draft resolution as suggested.

*The Chairman's proposal was adopted.*

**1207. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the cultivation of the Opium Poppy and the Production of Raw Opium: Questions of Procedure (Documents O.C.1677, 1677 (a), (b) and (c)).**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the documentation concerning preparations for a conference for Control and Limitation of Raw Materials was based on the questionnaire sent to Governments in 1933<sup>1</sup> and on M. Bourgois' memorandum of 1936. The Committee would have realised the importance of that documentation, but would, he thought, wish to refer to it only after a general discussion on the subject.

Mr. FULLER (United States of America) made the following statement :

The resolution adopted by the League Assembly on October 8th, 1936, appears to call upon the Opium Advisory Committee to study and to advise the Council concerning the form which should be taken by preparation for the proposed general conference to draw up a convention for the purpose of the limitation of the cultivation of *Papaver somniferum*. That resolution presents to the Committee for consideration alternative methods of procedure—namely, a preparatory committee (presumably of experts), and preliminary conferences with membership limited to a few Governments and having duties of a vaguely defined character.

In view of the interest of the American Government in international co-operation to suppress the abuse of narcotic drugs, I take this opportunity to assure the Committee of that Government's readiness and desire to co-operate in devising measures which will tend effectively to aid in the suppression of that abuse and which will serve to implement particularly the principles in respect of limitation and control first enunciated in the Hague Opium Convention of 1912. At the same time, it is incumbent upon me, under the terms of the invitation by virtue of which I sit with the Opium Advisory Committee, to point out a few of the considerations which are involved in the proposals now before the Committee.

In addition to noting the decision arrived at by the Opium Advisory Committee at its twenty-first session,<sup>2</sup> (to consider at its twenty-second session the general principles on which an international Convention for limitation and control of cultivation might be based, so that the Governments of countries at present producing opium could be asked whether they would be willing to participate in a conference to discuss a convention based on those principles), the League Assembly, on October 8th, 1936, expressed a hope that the Opium Advisory Committee would consider another suggestion, one which had been advanced by the Fifth Committee.<sup>3</sup> That suggestion was that preliminary conferences should be held :

"One conference to be attended by representatives of the countries producing raw opium, which export this product to drug-manufacturing countries, and by representatives of these manufacturing countries; the other to be attended by representatives of the countries producing raw opium, which export this product to countries which have established a Monopoly in respect of opium for smoking, together with the representatives of the Monopoly countries."

The American Government could not consider participating in preliminary conferences convened on the basis of terms of reference as indefinite as those advanced in the Assembly resolution which I have just quoted; but, before the Committee concludes its consideration of the suggestion advanced by the Fifth Committee and presented by the Assembly for the Opium Advisory Committee's consideration, I should appreciate the opportunity of calling attention to a few questions which that suggestion raises.

What is, or should be, the objective of a conference to devise ways and means of limiting and controlling the production of the poppy? Should it not be to build up one more forward step toward suppression of the abuse of narcotic drugs? Or should it be to provide a further extension of protection for the revenues derived from catering to the vice of smoking opium? Surprising as it may seem, the terms of reference from the Assembly make no mention of restricting

<sup>1</sup> Document C.640.M.302.1933.XI.

<sup>2</sup> See report of the advisory Committee to the Council on the work of its twenty-first session (document C.278.M.168.1936 XI (Ser. L.o N. P.1936.XI.10), page 17)

<sup>3</sup> See *Official Journal*, Special Supplement No. 160, page 52.

the cultivation of opium to the world's medical and scientific needs, but impress one rather with solicitude to ensure supplies of raw opium to feed the addiction catered to by the smoking-opium Monopolies. Would not the holding of two preliminary conferences, one apparently limited to devising a method for maintaining the *status quo* in respect of the raw material for manufactured drugs and the other to ensure the maintenance of supplies for institutions which cater to addiction be prejudicial to the proper objective of the proposed Convention?

Furthermore, the treaty obligations of the United States and of the other nations parties to the Hague Opium Convention of 1912 would appear to preclude them from collaborating to ensure a supply of raw opium to countries which allow opium-smoking, although it is just possible that they might properly collaborate in devising measures to ensure definite and progressive reduction in the raw-opium supply to be made available in the form of prepared opium for the satisfaction of addiction.

Experience has shown that any excess of raw material will inevitably find its way into the illicit traffic, for clandestine production of manufactured drugs or as prepared opium. Thus any estimate of raw material to be provided, even temporarily, for the use of Monopolies catering to opium-smokers is of direct concern to all nations. Why, therefore, this proposed division of preparatory committees which would ignore the interests of countries that do not maintain opium-smoking Monopolies?

In preparing for a general conference, is no preliminary study to be given to the effect on the situation of processes for manufacturing morphine directly from the poppy plant without passing through the stage of opium?

Presumably a general conference would in no way be bound by the conclusions or the decisions of preliminary conferences of the character that has been suggested, particularly as the proposed terms of reference would admit of only partial consideration by such preliminary conferences of the problems to be met by a convention designed effectively to limit the world production of the raw material from which the opium derivatives are extracted. It seems desirable, however, to point out that limiting the deliberations of a general conference to discussion of the recommendations of such preliminary conferences could serve only to distort the principle of limitation which it should be the function of the general conference to formulate and only to ensure that a number of nations would refuse to participate.

My Government does not look with approval upon the proposal to hold two separate preliminary conferences or upon the proposal to subject participation in preliminary conferences to the limitations contemplated in the resolution on this subject, which was adopted on October 8th, 1936, by the League Assembly. Those limitations would confine preparation for a general conference entirely to nations which have a direct interest in making money out of poppy cultivation, drug manufacture and the sale of smoking-opium to addicts, thus ignoring the interests of an important part of the nations of the world.

We in the United States are not convinced that any preliminary conference is either necessary or advisable. Experience with the preliminary conferences that preceded the Narcotics Limitation Conference of 1931, conferences which actually endangered rather than aided the success of the general conference of that year, would seem to have demonstrated the futility of such preliminary conferences. Nevertheless, we should appreciate being informed what it is thought that preliminary conferences of the kind proposed could accomplish aside from the obvious finding of ways and means for ensuring continuance of a supply of prepared opium for the satisfaction of addiction.

It is submitted that what is needed is not preliminary conference between parties who are interested in maintaining as nearly as possible the *status quo* in respect of production for the satisfaction of addiction and separate conference to consider medical needs only, but intensive study by a small body of disinterested experts which would thoroughly go into and report upon ways and means of finding alternatives for Government revenue and private income from opium cultivation without upsetting the financial and social equilibrium of the countries concerned; upon crop substitution; upon economic and agricultural conditions in each country at present producing raw opium; and upon the expediency of doing away entirely with the production of opium for use in the manufacture of drugs, or, alternatively, of prohibiting the use for manufacture of basic raw materials other than opium.

Gathering material through the medium of questionnaires to interested Governments is not enough. Such material must be assembled, digested and studied. It is not practicable to give such material adequate study during a preliminary conference or in a general conference; but a capable committee of experts could study it and work out one or more practical programmes to serve as the starting-point for discussions of a general conference.

The American Government continues to take the position which it has always maintained—namely, that all use of opium and its derivatives for purposes other than medicinal and scientific is abuse, and that Governments may be expected to take this principle into account in considering all questions in which opium and its derivatives are involved.

In considering any invitation to participate in a conference or conferences to consider the drafting of an international convention for limiting and controlling the production of *Papaver somniferum*, my Government will desire to be informed:

(1) Whether the object in view is to prevent the abuse of narcotic drugs;

(2) Whether a corollary objective will be progressively and definitely to reduce by a determined percentage annually the quantities of opium to be produced for the purpose of supplying the opium-smoking Monopolies—in other words, to provide a more precise basis for implementing the provisions of the Hague Opium Convention of 1912 which relate to effective suppression of the manufacture of, internal trade in and use of prepared opium.

My Government considers that the scope and terms of reference of such a conference :

(1) Should be clearly, definitely and unequivocally established prior to its being convened;

(2) Should include consideration of limitation and control of the production of *Papaver somniferum* for morphine extraction and of raw opium for all purposes;

(3) Should be established in such a manner as to ensure consideration of the ways and means of implementing the Hague Opium Convention of 1912, including the provisions of that Convention which relate to suppression of the manufacture of, internal trade in and use of prepared opium; and

(4) Should take into account the well-demonstrated fact that the raw materials for morphine and other opium derivatives can be grown almost anywhere and that their production is not necessarily limited to the present producing countries.

A number of suggestions, which may interest the Committee, have been advanced in the United States in regard to the limitation of production of raw material.

It is felt that, to be effective, consideration of ways and means to limit the production of raw material must necessarily cover control of the distribution of the raw material in all of its forms. It has been suggested that such consideration should cover, *inter alia*, the question of international agreement to enforce limitation by refusing to purchase raw materials that have been produced in countries which persist in feeding the illicit traffic. The American Government already refuses to issue permits for the import of opium produced in countries which are known to feed the illicit traffic.

As such countries now rely to a considerable extent also on the sale of raw opium to prepared opium Monopolies, it has been suggested that a similar means to enforce limitation to medical and scientific needs might be found in refusing to purchase raw material produced in countries which supply raw opium to the opium-smoking Monopolies. After all, the illicit traffic is fed for the most part from excessive production of opium for smoking purposes.

Those making these suggestions have cited the fact that the raw material for morphine, whether opium or the entire poppy plant, can readily be produced at home, and in fact almost anywhere in the world, so that these limitations would not involve disadvantageous limitation of the sources of supply.

It has also been suggested that, if limitation of poppy cultivation to medical and scientific needs is not going to be brought about by the countries at present producing raw opium, the United States, for the purpose of becoming self-sufficient in the matter of raw materials, should take steps itself to raise the poppies necessary to supply its own medical needs and should prohibit entirely the import of raw opium and of all parts of the poppy plant save seeds and poppy-seed oil.

Colonel SHARMAN (Canada) made the following statement :

In course of my remarks, it will be necessary for me to make a number of references to the Portuguese representative. I trust he will accept my assurance that they are not made in any personal sense, but solely in relation to his previous speeches on the subject in this Committee, and particularly to action which he has taken since this Committee last met.

I note that the Fifth Committee, in its recommendation to the Assembly, which in turn approved it, expressed the hope :

“ That the Advisory Committee will consider the possibility of holding preliminary conferences as soon as practicable; one conference to be attended by representatives of the countries producing raw opium which export this product to drug-manufacturing countries, and by representatives of these manufacturing countries; the other to be attended by representatives of the countries producing raw opium which export this product to countries which have established a Monopoly in respect of opium for smoking, together with the representatives of the Monopoly countries.”

And recommended :

“ That a general conference should meet as soon as practicable after these preliminary conferences.”

I also note that this proposal in relation to preliminary conferences was made for the first time at the Fifth Committee in September last, in the course of a long speech by the Portuguese representative,<sup>1</sup> who was the same gentleman who represents Portugal at the meetings of this

<sup>1</sup> See *Official Journal*, Special Supplement No. 160, page 10.

Committee. I would emphasise the point that the Portuguese delegate made no mention whatever of this idea during the meetings of the Opium Advisory Committee in May of last year, some four months before he suggested it to the Fifth Committee, and we must, therefore, assume that it was something new which had occurred to him in the interval. It will be remembered that there was in May 1936, in the Opium Advisory Committee, a somewhat lengthy discussion in relation to the preparatory work for a general conference<sup>1</sup> and that, while approval was given to another suggestion made by the Portuguese representative with regard to the dissociation of the problems in relation to opium and the coca leaf, there was considerable opposition in other respects to a resolution which he proposed on May 29th, and which was not adopted. In fact the matter was disposed of on the following day by the adoption of a somewhat different resolution prepared and moved by the representative of Switzerland.

I would emphasise the point that at no stage of the discussion on either day was there even indirect reference to any proposal to hold preliminary conferences between those most directly interested; yet, when this proposal of the Portuguese delegate was under discussion in the Fifth Committee, he is reported in the Minutes as having said that :<sup>2</sup>

"The idea of preparatory conferences was of fundamental importance if the problem was to be solved. . . . It was practically certain that the Advisory Committee would agree to the idea of preparatory conferences."

If the idea of preparatory conferences is of fundamental importance, it is strange that it did not occur to, or at least was not given expression by, any single member of the Opium Advisory Committee on either of the two days upon which the subject of preparations for a general conference engaged the attention of the Committee, and I for one am impelled to express the hope that the optimistic prophecy as to the practical certainty of the Advisory Committee agreeing to the idea will prove to be incorrect.

Before proceeding to discuss the proposal in detail, there is one other point which I desire to make clear—namely, that the proceedings of the Fifth Committee clearly show that the terms which are used in the resolution, namely :

"Expresses the hope that the Advisory Committee will consider the possibility of holding preliminary conferences . . ."

were carefully chosen and mean just what they say. The Rapporteur of the Fifth Committee, in submitting his report on October 6th, agreed that there was a difference between the text of the Advisory Committee's decision and the draft resolution before the Fifth Committee, and he stated :<sup>3</sup>

"The Advisory Committee could take no exception to a recommendation made by the Fifth Committee; if it decided to reject both the suggestion of setting up a Preparatory Committee and that of summoning preliminary conferences, it could then revert to its original plan. For his own part he would be glad if the draft recommendation was adopted as it stood, so that the Advisory Committee might be encouraged to choose between the various alternatives."

It is obvious, therefore, that the Advisory Committee still retains complete freedom to formulate its own considered opinion as to the form which preparations should take in order that the proposed general conference should be convened with the most reasonable hope of success being achieved in relation to the objective at which we all aim. What is that objective? I certainly associate myself with the words of the Portuguese representative, as shown in the Minutes of the sixteenth meeting of this Committee held on May 29th last,<sup>4</sup> when he said :

"The object must be to limit the production of the raw material to the quantities required for scientific and medical purposes. The Advisory Committee could have no other object in view."

I note, however, that, at a later stage in the same meeting, he amplified his previously expressed opinion by stating :<sup>5</sup>

"It was obvious that the ideal at which the Advisory Committee must aim was the limitation of opium and other dangerous drugs to the world's medical and scientific requirements. But that objective was still far off. There were still social requirements; and there could be no doubt that opium-smoking would continue for a long time to come. The final object was not therefore attainable all at once. Limitation must be by stages . . . . It would rest with the conference, and with the conference alone, to say what it meant by 'Limitation'."

I must confess to failing completely to understand how a preliminary conference between certain interested groups of countries in relation to opium for smoking could possibly have any standard to work upon in advance of the General conference itself.

<sup>1</sup> See minutes of the Twenty-first Session of the Committee, pages 49 to 51, 77 to 83, 92 and 93.

<sup>2</sup> See *Official Journal*, Special Supplement No. 160, page 43.

<sup>3</sup> See Provisional minutes of the eighth meeting of the Fifth Committee.

<sup>4</sup> See minutes of the Twenty-first Session of the Committee, page 78.

<sup>5</sup> See minutes of the Twenty-first Session of the Committee, page 80.

Let us pass next to consideration of the first proposed preliminary conference, that between countries buying and selling opium for the medical and scientific needs of the world. It is true that the quantity to be dealt with is, within reasonable limits, well known, and therefore the main point to be examined is whether any advantage is to be gained in holding any such meeting before the general conference. Reference was made in the Fifth Committee to the precedent of the preliminary conference in London in 1930 prior to the general Limitation Conference of 1931. There are, however, several gentlemen still members of the Advisory Committee who represented their Governments at the 1931 Conference, and who, I think, cannot fail to retain a vivid memory of the fact that, not only did such preliminary conference terminate its proceedings without arriving at any conclusion at all, in so far at least as the reason for its being called into existence was concerned, with the result that the proceedings of the main Conference itself were inordinately prolonged, while, as the Spanish delegate described it, extreme unction was being administered to something which, in the opinion of many, was already dead. It will also be remembered that there were objections from a number of angles to any form of quota system, and also objection to designating in advance the sources from which supplies would be derived. At any rate, it certainly could not be claimed that the preliminary conference in London in 1930 did anything which, by any stretch of the imagination, might be construed as justifying its being cited as a precedent for the general conference at present under consideration.

It has also to be remembered that opium is no longer the only raw material from which narcotic drugs can be, and are, produced, and a preliminary conference along the lines proposed could well be far too narrow in scope. On the other hand, I fail to see why such a conference, if held, should exclude representatives of any Governments, having regard to the very large number of countries which grow or purchase opium for the manufacture of derivatives or for compounding purposes, and, if that is so, how can any satisfactory solution possibly be achieved at any gathering short of those who would normally attend the general conference itself?

With regard to the second preliminary conference which it is proposed should be attended only by those who have established Monopolies and those who furnish such Monopolies with opium for smoking, I can only express the opinion that it is completely unnecessary and quite possibly harmful.

One must assume that the main purpose for such a meeting, if not the only objective, would be for those attending to arrange details among themselves as to distribution of orders for the 300 tons of opium now being used annually by opium-smoking Monopolies for sale in their respective territories. Bearing in mind the statement I have already quoted that it "would rest with the Conference, and with the Conference alone, to say what it meant by 'limitation'", how would it be possible for buyers and sellers of Monopoly opium to come to any agreement in advance, without any knowledge of the decisions which the general conference might take and which might either completely or partially nullify any such agreement? It is proposed that any such agreement which is arrived at is to be laid before the general conference with the statement something along these lines :

"Here is a *fait accompli*. The Advisory Committee recommended, and the Assembly approved our meeting, and now you are obligated to keep your convention within bounds, which will preserve the integrity of the agreement which we have reached."

Supposing that such agreement provided that 300 tons would continue to be sold annually to Monopoly countries for at least twenty years. Is such an agreement to be binding upon the conference in advance? In my opinion, there is no basis upon which preliminary agreements could be reached until the broad lines of policy have been laid down by the general conference itself. It will be remembered that the Limitation Convention in 1931, as finally arrived at, was a totally different document, both in conception of policy and methods of administration, to that submitted to the Conference when it first met. I submit that this most difficult subject of limitation is one which would only be hindered by any preliminary agreements along lines not necessarily satisfactory to the conference itself, that it would be much preferable to place all available data before the conference without any preliminary agreements amongst certain groups and obtain the opinion of all countries at the conference as expressed in any convention concluded.

I would ask the Committee to consider what good would have been derived from a preliminary conference in relation to Monopoly opium, for example, if at the subsequent general conference the majority of opinion was along the following lines and based upon the following historical data :

1. It is twenty-five years since, in 1912, signatories to the Hague Convention expressed themselves in the Preamble to that document as :

"Determined to bring about the gradual suppression of the abuse of opium;

"Taking into consideration the necessity and the mutual advantage of an international agreement on this point;

"Convinced that in this humanitarian endeavour they would meet with the unanimous adherence of all the States concerned ;"

while in the Convention itself they undertake to :

“ Take measures for the gradual and effective suppression of the manufacture of, internal trade in and use of prepared opium, with due regard to the varying circumstances in each country concerned;

“ Prohibit the import and export of prepared opium; those Powers, however, which are not yet ready to prohibit immediately the export of prepared opium shall prohibit it as soon as possible.”

2. Fourteen years ago, in 1923, the Opium Advisory Committee itself accepted the following principles,<sup>1</sup> subject to reservations by France, Germany, Great Britain, Japan, Holland, Portugal and Siam :

“ If the purpose of the Hague Opium Convention is to be achieved according to its spirit and true intent, it must be recognised that the use of opium products for other than medicinal and scientific purposes is an abuse and not legitimate.

“ In order to prevent the abuse of these products, it is necessary to exercise the control of the production of raw opium in such a manner that there will be no surplus available for non-medicinal and non-scientific purposes.”

3. Twelve years ago, in 1925, Great Britain, India, France, Japan, the Netherlands, Portugal and Siam signed a Convention<sup>2</sup> declaring themselves as :

“ Being fully determined to bring about the gradual and effective suppression of the manufacture of, internal trade in and the use of prepared opium, as provided in Chapter II of the 1912 Hague Convention, in their Far-Eastern possessions and territories, including leased or protected territories, in which the use of prepared opium is temporarily authorised ”;

And as :

“ Being desirous, on the grounds of humanity and for the purpose of promoting the social and moral welfare of their peoples, of taking all possible steps for achieving the suppression of the use of opium for smoking with the least possible delay. ”

4. Also twelve years ago, in 1925, the following articles appeared in the Protocol to the Geneva Convention :<sup>3</sup>

“ The States signatory to the present Protocol, recognising that under Chapter I of the Hague Convention the duty rests upon them of establishing such a control over the production, distribution and exportation of raw opium as would prevent the illicit traffic, agree to take such measures as may be required to prevent completely within five years from the present date the smuggling of opium from constituting a serious obstacle to the effective suppression of the use of prepared opium in those territories where such use is temporarily authorised;

“ The question whether the undertaking above referred to has been completely executed shall be decided, at the end of the said period of five years, by a commission to be appointed by the Council of the League of Nations.”

5. Seven years ago a Commission visited the Far East, and in its report stated : <sup>4</sup>

“ The Commission has reached the conclusion that the gradual and effective suppression of opium-smoking requires concerted action on similar and concurrent lines by all Governments concerned . . . .

“ The League should, moreover, follow closely the situation as regards opium control for the purpose of ensuring progress and the final suppression of opium-smoking in all territories.

“ . . . . Opium should not be considered as a legitimate commercial product, and the existing demand for it should be regarded as illegitimate except for medical and scientific purposes . . . .

“ Opium control as actually practised in the Far-Eastern territories furnishes revenue to the Governments. In the course of time, opium has become a source of income necessary to Governments for the balancing of their budgets, sometimes as much as one-third of the total revenue being obtained from opium. As all Governments concerned have by international agreements undertaken ultimately to suppress opium-smoking, opium as a source of revenue will in time disappear and must be replaced. On moral grounds, strong objections are raised to the fact that Governments obtain revenue from opium control.

6. Six years ago the countries concerned with the problem of opium-smoking in the Far East met in conference at Bangkok and signed an agreement which provides that : <sup>5</sup>

“ The retail sale and distribution of opium shall take place only from Government shops . . . .

<sup>1</sup> See minutes of the Fifth Session of the Committee, Annex 14, page 202.

<sup>2</sup> Document C.82.M.41.1925.XI, page 2. See also *Official Journal*, May 1925, page 675.

<sup>3</sup> Document C.88.M.44.1925.XI, page 14. See also *Official Journal*, May 1925, page 713.

<sup>4</sup> Document C.635.M.254.1930.XI.

<sup>5</sup> Document C. See also *Official Journal*, March 1932 (Part II), page 769.

"The High Contracting Parties agree to give a legal basis to the practice, already generally in operation, of selling prepared opium for cash only."

Article XI of the Final Act also provided that the Opium Advisory Committee should be asked to prepare, for the use of Governments of those territories, a form of annual report which would include particulars as regards the measures taken to discourage the use of prepared opium, *per capita* consumption, prices in the illicit traffic, etc. This agreement only became effective on April 22nd of this year, 1937.

7. Six years ago, when fifty-seven nations met at Geneva to prepare the Limitation Convention, which, as I have indicated, was built up along lines which were totally dissimilar from those contemplated in the preliminary preparation, one result was achieved which is undoubtedly still effective in the minds of the public—namely, that the word "limitation" in relation to narcotic matters bears one meaning only; namely, that given effect to in such Convention; that is to say limitation to the actual medical and scientific requirements of the world in so far as manufactured drugs are concerned. Any convention subsequently arrived at would be expected by public opinion at least to refrain from extending the orbit of application of the word "limitation".

8. Last year the Conference for the Suppression of the Illicit Traffic included a recommendation in its Final Act which, after reciting the above-quoted references to the Hague and Geneva Conventions of 1912 and 1925, respectively :<sup>1</sup>

"Recommends that Governments which still permit the use of opium for other than medical or scientific purposes should, without undue delay, take effective action with a view to the abolition of such use of opium."

9. Finally, in 1936, the International Labour Conference at Geneva passed a resolution to the effect that it could not remain indifferent to the conclusions arrived at in the report entitled "Opium and Labour", in which it was stated that opium-smoking was injurious to workers, impeded their social and economic development, impaired their health, etc. The Labour Conference made certain specific recommendations to Governments<sup>2</sup> operating opium Monopolies, including the limitation of sale to registered smokers, the registration of all such smokers within twelve months, after which the registers were to remain closed, the issue of personal licences to smokers to permit of their identification and of their purchasing only the quantity of opium mentioned in their licences, notification to all registered smokers that the sale of opium would be discontinued at the end of five years, reduction of the quantity sold by one-fifth each year and cessation of the licensed use of opium at the end of that period.

I submit as a fair assumption that any delegate to the proposed general conference, who studied the documents containing this past history, might well be seized with the importance of favouring action along lines completely at variance with the idea of a continued annual use of a quantity of opium for smoking purposes which is some 60 tons in excess of the medical and scientific needs of the world. I also submit that it is an obligation of this Advisory Committee, charged with the preparation of plans for the convening of such a general conference, to ensure that nothing is done which would in any way involve the prior existence of agreements as to quantities between buyers and sellers of opium for smoking purposes. Holding strongly that delegates to such a general conference should be given the opportunity of approaching consideration of the subject unfettered by any such prior agreements, but fully equipped with statistical and other data, I am opposed to this Committee taking action along the line suggested in relation to the formation of preliminary conferences.

M. BOURGOIS (France) said that he had communicated to the Committee a "Note on the Limitation of the Cultivation of the Opium Poppy". There was nothing very new in that note. He had simply wished to put his ideas down on paper, with the object of escaping from generalities and giving a somewhat more definite turn to the Committee's discussion. He proposed on a subsequent occasion to dwell on the salient passages in his document. For the moment, in order to reassure Mr. Fuller, he would confine himself to quoting a couple of extracts. The first was as follows (page 6) :

"The limitation of cultivation to a given figure could thus only be approximate. The plan under consideration takes account of this fact and includes special provisions to remedy it.

"Notwithstanding this inevitable and considerable margin, the Convention might be expected to produce very useful results, particularly in the case of opium for smoking. One effect of the restriction of the illicit market, which would be sure to ensue, would be to make the smoker 'register'. One of the immediate and certain results of the future convention would thus be to facilitate the adoption by the Monopolies of the system of licences, registration and even the rationing of smokers. This prospect in itself would be sufficient to justify the study that is now being undertaken by the Opium Advisory Committee."

<sup>1</sup> See *Official Journal*, August-September 1936, page 989.

<sup>2</sup> See document O.C.1473(d).



The idea embodied in that paragraph had seemed to him so important that he had reverted to it in his concluding paragraph, as follows :

" A convention of this kind could only be effective if it obtained the support of the chief poppy-growing countries. The preliminary conference would have to consider the possibility of requiring the signatories to obtain all their supplies from the other parties or at least from countries applying the certificate system."

Major COLES (United Kingdom) made the following statement :

I have listened with interest to the speeches made by the representatives of the United States of America and Canada, and I should like to offer a few observations on some of the points raised, and to make a suggestion.

We have to decide, in accordance with our previous recommendations to the Council, how we may most conveniently and expeditiously continue with the preparatory work for a conference on the limitation and control of the opium poppy.

I would lay special emphasis on the word "expeditiously". This Committee last year adopted a resolution<sup>1</sup> in which it stated that, "in regard to the opium poppy, measures of controlling cultivation are *urgently* needed". It further decided to "continue the studies and the collection of documentary material relating to control of the cultivation of the opium poppy with a view to convening, *at as early a date as possible*, a conference for the limitation and control of this raw material". The Council endorsed these proposals. It noted<sup>2</sup> that three of the principal producing countries—namely, China, Iran and Turkey—had declared their readiness to co-operate with the Committee in the preparation of the conference and expressed the earnest hope that the producing countries would do all in their power to supply before January 31st, 1937, the indispensable data asked for by the Advisory Committee in its questionnaire.

Further evidence as to the wishes of certain producing countries has since become available. In particular, the Turkish Government has intimated that if it were proposed to convene a conference at the present stage of evolution of the problem, it would have to reconsider its attitude. Nothing, however, has occurred which throws any doubt upon the readiness of Turkey and the other principal countries to co-operate whole-heartedly in the preparatory work.

There is accordingly no doubt either as to the importance of the problem or as to the general desire of the Governments co-operating in the campaign against opium and other dangerous drugs to find, as soon as possible, with due regard to the necessity of finishing the indispensable work of preparation, a solution of the problem of limitation, and this desire again found expression last October in the report of the Fifth Committee of the Assembly. The Assembly indeed expressed the view that the limitation of raw materials "constituted a decisive step in the campaign of the League of Nations against the abuse of narcotic drugs and a logical and necessary crowning of its efforts", and it recommended that a general conference should be convened as soon as practicable.

Two immediate and preliminary questions now arise. First, we have to decide exactly what it is possible for us to do at this present session of the Committee. Secondly, we have to decide what our general procedure shall be in the immediate future.

Here I would emphasise that the Advisory Committee, in continuing this preparatory work, is master of its procedure. Last session it made certain proposals to the Council. Those proposals were accepted. They did not bind us to any particular method or machinery. So far as our present session is concerned, we are required to give effect to two definite understandings which were embodied in our last report to the Council and in due course approved. I will read the paragraph :<sup>1</sup>

"That the Committee would, at its next session, examine the principles which might serve as a basis for the Convention on the limitation of the cultivation of opium poppy and the question of creating a preparatory committee for the purpose of drawing up a preliminary draft convention."

That paragraph, I take it, defines our task during this session of the Committee. We have therefore at this session (a) to consider general principles and (b) to discuss the procedure to be followed in framing a draft convention. In particular, we are to consider the possibility of establishing a preparatory committee.

Not only the Council but the Assembly has approved these proposals and has asked us to proceed with our work along these lines. The Assembly made certain additional suggestions to which I shall refer later.

Our discussion of general principles implies first of all a careful examination of the material placed at our disposal by the producing countries or collected and prepared by the Secretariat. This preliminary work will take time, and it is too much to hope that we shall be able to complete it during the period at our disposal this session. The utmost we can hope to do is to make a preliminary survey of the difficulties which confront us and to lay down the general lines of future

<sup>1</sup> Document C.278.M.168.1936.XI (Ser. L.O.N. P. 1936.XI.10), page 17.

<sup>2</sup> See *Official Journal*, November 1936, pages 1147 and 1148.



enquiries and of further efforts to complete the necessary data, and then go home and study the mass of information that has been supplied to us. I would refer in this connection to the observation of the Fifth Committee :<sup>1</sup>

“ . . . That the first condition to be fulfilled is a thorough preparation on the basis of information as precise and complete as possible concerning all technical aspects of the problem.”

There remains the proposal that we should consider at this present session the establishment of a preparatory committee for the purpose of drawing up a preliminary draft convention. We are not instructed to appoint that committee, but to consider the possibility of doing so. We are still free to decide when and how such a committee should be appointed, what should be its constitution and what should be its terms of reference.

Here we come to the question of our immediate procedure. The time has not yet come to begin drafting a convention. We have yet to decide the general principles on which such a convention should be framed, and I doubt whether it would be wise at this stage to delegate our powers to any other body, however constituted. I accordingly suggest that the first and most practical step for us to take would be to resolve ourselves into a sub-committee and in that capacity to proceed to an immediate preliminary examination of the material before us. We have had as yet no opportunity of discussing that material, of estimating its value, of considering how far it is adequate for our purpose. Only when we have discussed these matters between ourselves will it be possible for us to decide what is to be the next step. The sub-committee which I have in mind would, in effect, be the Advisory Committee under another name. It would in due course present some sort of report to the plenary Committee, which would then be able to take the necessary decisions after a public discussion of that report.

I will return now to the resolution adopted by the Assembly last October. The Assembly, in that resolution, expressed the hope that the Advisory Committee “ would consider the possibility of holding preliminary conferences ”. It went on to suggest that one conference should be attended by representatives of the countries producing raw opium which exported this product to drug manufacturing countries and by representatives of these manufacturing countries, and that another conference should be attended by representatives of the countries producing raw opium which exported this product to countries which had established a Monopoly in respect of opium for smoking, together with representatives of the Monopoly countries.

I would emphasise that this suggestion of a possible method of procedure to be followed at a later stage in our enquiries need not be regarded as limiting in any way our freedom of action. The word “ conferences ” may be very widely interpreted. This Committee itself or certain of its members, reinforced by experts whose advice might appear to be necessary, might be regarded as a conference within the terms of the Assembly resolution. The Advisory Committee already contains representatives of the opium-producing countries, of the manufacturing countries and of the Monopoly countries. The Assembly resolution does not necessarily invite us to call a whole series of international conferences attended by different sets of delegates discussing the problem of limitation from different points of view, and it may be found that the proposed meetings would best serve the purpose of the Assembly's resolution if they were kept within the limits I have suggested. They would then, in effect, be preliminary conversations held between members of the Advisory Committee with the assistance of experts in the questions under discussion.

So far I have been dealing with what are, in effect, questions of procedure and I have insisted that the Committee remains substantially free and unfettered as to ways and means.

I would further insist that the Committee is equally free and unfettered in regard to the scope and substance of its discussions. The question of the limitation of the cultivation of the opium poppy has many aspects, and none of them can be neglected. To establish even a rough estimate of the world's needs in raw opium, which will be one of the principal problems before us, it will be necessary to discuss a whole series of questions, not only of method and procedure but of policy. There is no limitation of our terms of reference so far as these questions are relevant to the main purpose of our enquiry. The Conference will, of course, have equally wide terms of reference.

My Government, while it is anxious that the problem of limitation should be dealt with at the earliest possible moment, is well aware of the many difficult problems which call for thorough discussion and careful study before the general conference can be convened with a reasonable prospect of success. I do not wish to emphasise unduly the difficulties that lie before us. I am convinced that those difficulties can be successfully met in the same spirit of co-operation and goodwill which made it possible for the drug manufacturing countries six years ago to frame the Limitation Convention of 1931. But I am equally convinced that it would be fatal to underrate the many serious problems with which we are confronted. I would mention only one or two of the questions with which we shall have to deal. Will the production of opium under our scheme of limitation be confined, as far as possible, to countries already producing it—in other words, are we not obliged, in limiting the production of the older producing countries, to prohibit or discourage production in countries which have not hitherto been regarded as producers? That is one of the

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<sup>1</sup> See *Official Journal*, Special Supplement No. 160, page 51.

questions which inevitably suggests itself. Another serious problem is the possible development of new processes of manufacturing morphine direct from the poppy plant, a development which may, if they so desire, render some of the drug manufacturing countries independent of their previous sources of supply for the raw material, since these new processes may be applied to crops which can be grown in countries unsuited to the production of raw opium.

A third important question is the extent to which the opium poppy in the opium-producing countries can be replaced by other crops. This problem has long been the subject of study and experiment in India, Turkey and Iran, but we have yet to ascertain how far and how fast the process can, in fact, be carried without disorganising the social and economic life of the countries concerned.

A fourth problem is one created by nature herself. How are we to fix limits for the production of a crop which varies in quality and quantity from season to season and how are we to find a common measure for the raw opium produced from these crops which differs so widely in its morphine content and in consistency? Then again, not only does the yield of the opium crop vary from year to year, but the world needs in respect of raw opium are also subject to change, so that among the many problems which we shall have to consider is the possibility of providing in our scheme of limitation for a periodical review of any system we may adopt, in order that it may be continually adapted to existing requirements and circumstances.

Nothing is further from my mind than to suggest that these problems will give rise to insuperable difficulties. I am merely insisting on the necessity for a thorough and adequate examination of the material at our disposal before we take any decisions of principle or enter upon the task of framing a definite scheme.

To my mind there are at least four principal objects which will have to be secured by any satisfactory scheme of limitation, and by a satisfactory scheme I mean a scheme which will have due regard to the legitimate interests of the producing and consuming countries as well as to the general purposes of limitation.

First, we shall have to find some method for reducing to reasonable proportions the stocks of raw opium which exist at present in the world. So long as these stocks remain at their present level, there will be no hope of organising future production on a normal basis.

Secondly, we must find a means of limiting future production to the actual needs of the world, so that further excessive stocks may not again be created or further excessive supplies become available for the illicit traffic.

Thirdly, we must find means of securing to the efficient producers of raw opium—in other words, to the producers of the countries which are suited to the cultivation of the opium poppy and in which such cultivation has long been established—reasonable prices and regular markets for their produce.

Fourthly, we shall have to devise an adequate system of national and international control, in order to ensure that our scheme of limitation, once it has been framed, shall be adequately applied.

The United Kingdom representative added that he had intended to speak somewhat on the lines of M. Bourgois' statement, but that it was unnecessary to repeat what he had said.

*The continuation of the discussion was adjourned to the next meeting.*

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## FIFTEENTH MEETING (PUBLIC).

*Held on Thursday, June 3rd, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

### 1208. Tribute to Mr. Lyall on his Retirement from the Position of Assessor to the Advisory Committee (continuation).

Dr DE VASCONCELLOS (Portugal) wished to associate himself warmly with the tribute which had been paid, in his absence, to Mr. Lyall.<sup>1</sup> It was greatly to be regretted that, in view of the reasons advanced by Mr. Lyall, the Committee had had no alternative but to accept his resignation.

### 1209. Annual Report for the year 1936 of the Central Narcotics Intelligence Bureau, Cairo: Statement by the Egyptian Representative.

RUSSELL Pasha (Egypt) made the following statement :

We have this year a very full agenda before us. I will, therefore, be brief and give you, in as few words as possible, the general narcotic situation in Egypt during 1936, without going into the details, which can be found by those who want them in my annual report.

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<sup>1</sup> See pages 47 and 48.

Last year, the total of convictions for trafficking and addiction was the lowest reached since 1929, when the Narcotics Bureau was started. During these seven years, the peak day of convicted traffickers in prison was January 1st, 1930, when there were 5,500. To-day, there are 2,292. The peak day of convicted addicts in prison was July 1st, 1932, when there were 4,650. To-day, there are only 372. With a total of 27,000 persons sentenced to imprisonment under the Narcotics Law in the last seven years, 5.4 % of traffickers, and 2.9 % of addicts have been reconvicted, and 91 % reconvicted of the small but incorrigible class of 1,037 persons sentenced for the double charge of trafficking and possession.

Offences under the Narcotics Law are *délits* and not crimes. Conviction, therefore, does not carry with it sentence of official police supervision. A system, however, of unofficial supervision has been started which, though not yet complete, will, I hope, give good and interesting results in the future. During the eight months from April 1st, 1936, to November 30th, 1936, 1,025 convicted persons were released on completion of sentence. Of these, 700 persons are reported as living honest lives; 118 as having returned to trafficking; 89 as having reverted to addiction and 118 as lost sight of—that is to say, that 68 % are "going honest", 11.5 % have returned to trafficking and 9 % to addiction.

Seizures of imported opium are increasing, as also the attempts to grow local opium. Foreign opium is coming to us mostly from the Persian Gulf by way of oil-tankers and other shipping visiting the ports of Palestine and Suez. A certain amount of heroin still continues to enter the country either from short-lived clandestine laboratories in Eastern Europe or on shipping coming from the Far East. Hashish seizures are mostly from the Balkans and Iran. No very startling seizures of imported contraband drugs in large quantities were made during the year.

An interesting development inside the country has been the sudden and very large increase in illicit opium cultivation in Upper Egypt. These patches of opium poppy are grown in the middle of high crops of beans, maize and sugar-cane and are most difficult to discover without information, which is difficult to obtain. This winter, therefore, I instituted aeroplane patrols, which proved a complete success and enabled us to locate, photograph and seize several hundred acres of flowering opium poppy. I hope that the moral effect of this new "eye from the air" will be such that I shall be saved another year from having to prosecute and imprison some five or six thousand otherwise harmless landowners and tenants tempted by a possible profit of ££.550 per acre.

To me personally, the most important and interesting event of the year has been the formation in my own mind of a theory, to be confirmed, I hope, by others, which may account for the unexplained mass drug addiction of Egypt during these last years.

Students of population problems, like Dr. Cleland, of the American University of Cairo, and the Public Health authorities, have now definitely connected the almost universal infection of the fellaheen with bilharzia and ankylostoma with the altered irrigation conditions of the country.

Thirty years ago, though common in the Delta, with its older free-flow irrigation system, these intestinal parasitic diseases were practically unknown in Middle and Upper Egypt. At that time these regions were under the basin-irrigation system by which, for four months in the year, the land was unwatered and was baked dry by the scorching heat of the summer sun.

Modern engineering has gradually converted these thousands of square miles of the Nile Valley to perennial irrigation, whereby the land is watered and cultivated all the year round instead of once a year, thus, however, missing the disinfection period of the basin days. The natural fall of the levels of the country from Aswan to the sea has been insufficient to carry off the extra drainage water and the sub-soil water table has, in many places, risen to a level that has done much damage to agriculture and public health. Land has become waterlogged, stagnant pools have formed and the bilharzia snails, the ankylostoma worm and the malaria mosquito have spread in the country. It is now officially reported that 75 % of the population suffer from bilharzia, 50 % from ankylostoma and 10 % from malaria. The effect of these diseases, especially of the first two, has been a great diminution in the labour and working efficiency of the population. Almost step by step with the increase of these diseases, there has been the coming and increasing of drug addiction.

Thirty-five years ago, when I worked in the provinces, drug addiction in the villages was practically unknown; hashish-smoking was the vice of the city slums and the fellah of the villages did his twelve-hour day without thinking of or needing a stimulant. Gradually, however, in the last fifteen years or so, he has found his physical and sexual powers being sapped and, in his ignorance, he has looked around for some stimulant to replace his lost energies which form his code of honour. Hashish-smoking spread, and then came the deadly flood of heroin till the Government awoke and stopped it.

To-day, the fellaheen are still searching for a stimulant; unable to get their white drugs and finding it difficult to get their black, they took to a multiple brewing of inferior and adulterated-tea; to-day, they are trying to grow opium for chewing; imports of nutmeg even, a mild aphrodisiac, have gone up to 270 tons per annum.

The desire for a stimulant remains and will do so as long as their bodies are the hosts of these debilitating and irritating diseases: and, be it noted, it is the male population who, owing to the different habits of their daily life, are more infected than the female.

The irrigation authorities are continuing to spend large sums of money in the erection of mechanical pumping-stations to carry off to the sea the surplus drainage water, and the public health authorities are obtaining large additional credits for their campaign against these parasitic diseases and against malaria.

I venture to believe that the day will come when science will, by removing the cause, have also removed the desire for drugs that has had such terrible results in Egypt.

I will now briefly refer to the future. Egypt's white drug danger in the past came from Europe; to day, the active co-operation of our nearest neighbours—Greece and Turkey—has removed what little danger was left in that direction. Here, I should like to thank the Greek Government for its permission to reproduce in my report the account and photographs of the Voutsinas case.

Our dangers to-day lie in the Near East and the Far East. Although I have been reassured to the contrary, I am becoming distinctly apprehensive of what the future may bring us from those parts of Syria which will shortly be feeling their freedom from the strict control over hashish cultivation which M. Bouchède and the French authorities have so efficiently maintained. Hashish growing is in the blood of the Lebanon, and I see a great danger to Egypt and elsewhere in its recrudescence.

The Far East, however, is the greatest danger of all. The extent of heroin manufacture and addiction in "Manchukuo" can only be described as staggering. White drugs of this origin are coming through the Suez Canal in large quantities and some of them are already dropping off in transit through Suez and Port Said. The Egyptian Government is starting an intensive campaign, particularly at Suez, to prevent this new menace and, with the increased legislative freedom incident on the abolition of capitulations, foreign traffickers generally who value their freedom will be well advised to leave Egypt out of their nefarious calculations.

As a free sovereign country and as a Member of the League of Nations, Egypt will now be in a better position to protect herself and at the same time to contribute, owing to her geographical position, to the League's efforts to protect the world generally from the menace of the illicit traffic in narcotic drugs.

**1210. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium: Questions of Procedure (continuation) (Documents O.C.1677, 1677 (a), (b) and (c)).**

M. SEYMEN (Turkey) wished to state briefly his Government's point of view on the proposal to convene next year a preliminary international conference to study the bases for a limitation of opium-poppy growing.

He pointed out, in the first place, that the Turkish Government's communication of January 29th, 1937,<sup>1</sup> on the question of limitation should not be taken as demurring to the proposal. The Turkish authorities were, in fact, fully prepared to co-operate energetically in such a humanitarian task, more particularly since it was both in Turkey's economic interest and in accordance with its sincere desire to secure a final solution by international agreement for such an important question.

Turkey, however, was convinced that there was no immediate necessity for convening a preparatory Conference in 1938 to study the question of limiting the cultivation of the opium poppy; in its view, in existing circumstances, such a conference would be unable to carry out the task as conceived by Turkey. The reasons for that were very simple.

An international conference on the scale suggested could only be effective if a preliminary study had been made of all the facts of the case and if a programme had been laid down beforehand and approved by all the parties concerned. He must frankly confess that the preliminary studies made so far had not yet reached the point where the question could usefully be dealt with by an international conference. Experience had shown that conferences convened without adequate preparation were doomed to certain failure.

M. Seymen then recalled that in Turkey an Inter-Ministerial Commission had been set up to study all the aspects of limitation and its immediate repercussions on the general economic position of the country. It had, however, immediately become apparent that the problem was extremely complicated and would have to be dealt with without precipitation and with a full knowledge of all the facts. Nothing could therefore be done, no useful discussions could be opened until the competent authorities had ascertained how far poppy growing could be restricted and how such

<sup>1</sup> Document O.C.1677, page 33.

restriction could be enforced either by abolishing cultivation in certain districts or by some other effective method which would not weaken the country's economic and agricultural capacity.

Speaking frankly, in Turkey's own economic interest, the limitation of the cultivation of the opium poppy was a necessity. Overproduction was undesirable, because consumption was restricted and limited. Turkey would prefer to grow the quota which would ultimately be allotted to her and thus be certain of marketing her produce at remunerative prices. It was, however, her primary and supreme duty to study the resources that might be placed at the disposal of the cultivator to help him in replacing the poppy by another crop. That work involved considerable and very complicated scientific and technical researches, and it would be rash on his part to state that these researches had advanced sufficiently to permit of a general discussion on the subject being opened at an international conference.

The Advisory Committee had, he believed, taken a wise step when it decided in 1936 to separate the coca-leaf problem from the problem of the opium poppy. M. Seymen did not propose to draw any parallel, but would merely point out that the problem of limiting the opium poppy could not be regarded as less important than the problem of the coca leaf.

For all the above reasons, the Advisory Committee should not recommend that the preliminary conference referred to in the Fifth Committee's resolution should be convened hurriedly. It would be more judicious and more practical to give the competent authorities all the time necessary for completing the protracted investigations which they had undertaken. The Opium Section of the Secretariat might take an active part in those studies and assist the national authorities by supplying them with the copious documentary material at its disposal and with the resources of its wide and valuable experience.

It would be a mistake to act too precipitately. New problems called for new methods. The limitation question should be treated as an absolutely different problem from those usually discussed by the Committee. It was not a matter of preparing a text for a draft convention or of holding a theoretical and academic discussion on a particular subject. The problem was much more complicated, and should be studied from the standpoint of the realities which it involved. It would be perfectly reasonable, therefore, to postpone the meeting of the preliminary conference proposed to be held in 1938, so as to enable the bodies which had been set up to draft the main lines of a constructive scheme which would result in a really effective limitation of opium-poppy growing.

Dealing with certain objections raised at the previous meeting, M. Seymen felt that he must express his disagreement with the remarks of certain speakers concerning the uselessness, or even the disadvantage, of holding preliminary conferences of the countries most directly concerned in the production and manufacture of opium. There was no reason to fear that such preliminary committees would be converted into blocks of interested States which would impose their wishes or agreements on other members of the general conference. The opposite view would be nearer the truth. The two preliminary conferences would render the greatest service to and contribute considerably to the success of, the general conference by laying the foundations for an understanding between the participants and by submitting principles adopted for consideration and discussion by the general conference. The latter would have the right and be quite free to accept amend or even reject the recommendations of the preliminary conferences.

M. Seymen saw no reason, therefore, why such conferences should be superfluous or useless. On the contrary, they would pave the way for the general conference, if it were desired that the latter should achieve a positive and effective result. The problem, after all, was not one of drawing up a new international convention which might or might not be ratified later as circumstances required. The question was much wider and much more important—expression had to be given to all the various rival theories advanced during the discussions in the Committee. A real measure of limitation imposed on growers and applied in practice, would seem to justify the convocation of preliminary conferences; if, contrary to all expectations, those preliminary conferences did not realise the Committee's hopes, he felt sure that they would at any rate not prevent the general conference from expressing itself freely on the whole problem of limitation.

The Turkish Government adhered purely and simply to the resolution of the Fifth Committee adopted by the Assembly of the League of Nations. It was convinced that only by strictly applying the provisions of that resolution would the object which the Committee has set before itself be achieved.

D<sup>r</sup> DE VASCONCELLOS (Portugal) congratulated the members of the Opium Section on the excellent reports they had prepared for the Committee's use.

He must next deal with the criticisms levelled by the representatives of the United States of America and Canada at the proposals he had placed before the Fifth Committee of the Assembly. His proposals had been presented in such a way that he would never have recognised them if his alleged paternity had not been invoked.

M. de Vasconcellos was not surprised at the position taken up by his friend Mr. Fuller; it was logical and consistent with the attitude which had always been adopted by the representatives of the United States of America. He had, however, been deeply surprised by Colonel Sharman's attitude, seeing that the Canadian delegation at the Fifth Committee had approved his proposals without making the least objection or criticism. In any case, he thanked Colonel Sharman for having expressed his criticisms so outspokenly, as he would thus be able to reply with the same freedom.

There was one preliminary question to be disposed of first. Colonel Sharman had complained that M. de Vasconcellos had submitted his proposals to the Fifth Committee without first commu-

nicating them to the Advisory Committee. He must confess that he had never expected to have to give an explanation on such a matter. Having had the honour of presiding over the Assembly, the Council and the Advisory Committee—he apologised for having to recall the facts—he had, he thought, acquired a certain amount of authority which should protect him from any accusation of having fallen into a constitutional error. He had made the proposal to the Assembly because the Assembly was the supreme and sovereign body. He had thought that, making to take up a question which he believed to be extremely important, he should present it to the Assembly and not to the Advisory Committee, which was merely an advisory body to the Council. Any misunderstanding on that point arose from the mistake made by the Canadian representative, who regarded the Advisory Committee as the supreme authority on Opium matters, which it was not. Did that mean, however, that M. de Vasconcellos had not shown proper respect towards a Committee of which he was a member, and on which he had worked for many years? No, for he had drawn up his proposals so as to ensure that they would be referred to the Committee for study and had worded them in such a way as not to compel the Committee to follow any rigid line of procedure.

The second point with which he proposed to deal was more delicate. If the criticisms levelled against the proposals to hold preliminary conferences were studied, their wording would seem to be somewhat surprising; they allowed of a biased interpretation, which he hoped was not intended by their authors. It might even be inferred that the object of the proposed conferences was rather to maintain as long as possible a situation favourable to opium-smokers and to the respective Monopolies. M. de Vasconcellos energetically repudiated such an interpretation, which implied a dishonest manoeuvre. All the members of the Committee were perfectly straightforward, moreover much they might differ on the best ways of achieving the same objective, there could be no doubt whatsoever as to the honesty of their intentions.

The aims, the methods of work and the finality of the preliminary conferences had been so misrepresented that they had in the end been regarded as dangerous for the success of the general conference. Yet, what had he proposed? Simply, that the method always adopted by the League of Nations for studying all important and complicated questions should be followed; that there should be set up study committees or preliminary conferences as in 1931, or preparatory committees as in 1935, a procedure which was followed in preparing almost all large League conferences. He had not even suggested how the conferences should be constituted, except on very general lines, so as to leave the Committee free to prepare them as it thought best. He had as a result been accused of vagueness, though he had been deliberately vague so as not to tie the Committee down to an exact formula. To attribute to him the idea of restricting a general international conference to the decisions or partial solutions of preliminary committees or conferences was to accuse him of an ignorance of the subject which neither his experience nor his career in the League of Nations justified. The preliminary conference or conferences, as he conceived them, would study thoroughly the questions to be dealt with by the general conference, examine the various conflicting interests which would have to be reconciled and prepared the necessary documentary material to serve as a basis for discussion.

It was incorrect to say that the 1930 Conference in London had been of no use to the 1931 Conference, and had even been harmful. He had been the Chairman of the Advisory Committee at the time and knew that, on the contrary, it had enabled an idea to be formed of the difficulties to be overcome, a study to be made of the solutions to be considered and a criticism to be offered of the methods to be avoided. M. Bourgois and other colleagues of his at the time would be able to corroborate the truth of that view.

M. de Vasconcellos was not so sure, on reflection, that the attitude of the United States delegation was, after all, really logical. It had always been the policy of the United States Government to ignore the 1925 Convention and to treat the question of smoking-opium as a separate problem. Yet it did not seem that that Government's experience in the matter of prohibiting alcoholic beverages had been so very encouraging as to justify the United States in advocating the adoption, in the case of opium, of a too precipitate policy. In such cases the sudden imposition of prohibitive measures invariably led to illicit traffic and gangsterism.

It was true that the campaign against opium dated back to 1912, but the comparative failure of that campaign was due to the spasmodic and sporadic nature of most of the prohibition schemes introduced. The ideal method would have been to arrange for each country to reduce the production of opium, as India had done, gradually and regularly over a fairly long period. Portugal's own experience showed that, if the consumption of opium were curbed too suddenly, it merely stimulated the illicit drug traffic. He believed that in China also a similar policy had led to an increase in heroin addiction.

In conclusion, the Portuguese representative appealed to the Committee not to underrate the difficulties which the problem of limiting the cultivation of the opium poppy presented. It would be equally unfortunate to lay excessive stress on differences on minor points of procedure. He did not regard his own proposals as sacrosanct; he was perfectly willing to see them amended or even rejected.

What he had desired at the Fifth Committee—and what he still desired— was that there should be no hurry to convene a general Conference without thorough preparation, so as not to court immediate failure. He therefore made an urgent appeal to all his colleagues not to devote too much attention to differences in method or procedure, as these only hampered the progress of the Committee's work. It was all the same to M. de Vasconcellos, whether there were conferences or committees, or whether conferences were called committees. The essential thing was to succeed, and in order to succeed, all must work in the closest agreement.

The CHAIRMAN endorsed the appeal made in the concluding remarks of the Portuguese representative. The Committee, he thought, had now almost reached the point where the various proposals before it could be reconciled and agreement secured on the question of procedure.

M. KARITCH (Yugoslavia) pointed out that the documents distributed to the Advisory Committee on this subject contained a reply from the Yugoslav Government on the cultivation of the opium poppy in Yugoslavia.<sup>1</sup> His Government had notified the Secretariat that it was willing to take part in the preparatory work for a conference for the limitation of the cultivation of the opium poppy.

Yugoslavia, as she had shown by her action in the international field, was highly interested in the solution of all problems connected with the campaign against the abuse of narcotic drugs and was, as hitherto, prepared to devote all her energies to that end.

The Yugoslav authorities had already, on their own initiative, adopted a number of measures directed towards limiting the cultivation of the opium poppy and replacing it by other crops. For example, a decree-law had been enacted to encourage cotton-growing. Another decree-law raised the prices of oil-producing plants above the level of the world market, in order to encourage the growing of such crops. Further, a subsidy of 250,000 dinars had been included in the budget of the Ministry of Trade and Industry with a view to promoting cotton-growing. Those were a few instances of the efforts made by the Yugoslav Government to limit poppy-growing and replace it gradually by other crop.

M. Karitch did not propose to enter into a discussion on the substance of the problem, which apart from its purely humanitarian aspect, also possessed, in the case of Yugoslavia, a social and economic aspect.

Regarding the procedure to be adopted for convening the conference in question, the Yugoslav representative reminded the Committee that, at its last session, in May 1936,<sup>2</sup> the Advisory Committee had contemplated setting up a preparatory committee to draw up a draft convention. That suggestion had been laid before the Council, which had adopted it at its meeting on September 19th, 1936. On that occasion, M. de Vasconcellos, Rapporteur to the Council, expressed his belief in the following terms<sup>3</sup> :

"That the Council will accept the Committee's proposal, which will tend to facilitate the solution of the limitation problem, since it involves proceeding by stages and takes advantage of the fact that current conditions are more favourable to limitation in the case of the opium poppy."

The question was again discussed in the Fifth Committee<sup>4</sup> and on October 6th the Assembly adopted the following resolution :

"The Assembly . . .

"Notes the decision of the Advisory Committee, as recorded in its report to the Council, to examine at its next session the question of the creation of a preparatory committee for the purpose of establishing the principles which might serve as a basis for a convention."

It was thus decided—so he at least understood and so it was proposed by the Advisory Committee itself—first to appoint a preparatory committee which would report to the Advisory Committee, after which two preliminary conferences would be convened. The relevant passages of the Assembly's resolution read as follows :

"The Assembly . . .

"Expresses the hope that the Advisory Committee will consider the possibility of holding preliminary conferences as soon as practicable : one conference to be attended by representatives of the countries producing raw opium, which export this product to drug manufacturing countries, and by representatives of these manufacturing countries; the other to be attended by representatives of the countries producing raw opium, which export this product to countries which have established a Monopoly in respect of opium for smoking, together with the representatives of the Monopoly countries;

"Recommends that a general conference should meet as soon as practicable after these preliminary conferences."

<sup>1</sup> Documents O.C.1677, page 43, and O.C.1677, Addendum.

<sup>2</sup> See *Official Journal*, November 1936, page 1222, or document C 278.M.168.1936 XI (Ser. I, o N. P. 1936. XI.10), page 17.

<sup>3</sup> See *Official Journal*, November 1936, page 1148.

<sup>4</sup> See *Official Journal*, Special Supplement No. 160, pages 7 to 17, 41 and 42, 50.



There were practical reasons for following the procedure recommended by the Committee itself and approved without modification by the resolutions of the Council and Assembly. Experience showed that, when preparations were inadequate, conferences failed to achieve satisfactory results. It was therefore better to follow a method which might perhaps seem rather long and complicated but was more certain to lead to the positive result which everyone desired.

The Committee's task, therefore, at the present session, was to set up a preparatory committee which would prepare a preliminary draft. The latter would then be referred to the Advisory Committee. That, he thought, was the most natural and most appropriate method to follow, seeing that the preparatory committee would emanate from the Advisory Committee. At a later date, the preliminary draft, accompanied by the Advisory Committee's observations, would be laid before the two preliminary conferences referred to in the Assembly resolution. Such procedure was in conformity with the usual procedure adopted by the League of Nations, as the result of long experience, for such conferences.

In conclusion, M. Karitch reiterated the sincere desire of the Yugoslav authorities for the success of the action taken, a success which, as he had just said, could best be achieved by the procedure he had indicated.

The CHAIRMAN inferred from the interesting statement made by the Yugoslav representative that his Government was in favour of the idea of preparatory conferences. He pointed out, however, that the Assembly resolution asked that "a general conference should meet as soon as practicable after these preliminary conferences". It was therefore necessary to accelerate the procedure. The Advisory Committee would have to see how the meeting of preparatory conferences could be reconciled with the idea of convening a general conference as soon as possible.

Dr. SCHULTZ (Austria) had closely followed the statements made by previous speakers and was glad to express his full approval of the proposal made by the United Kingdom representative. In view of the full and conclusive explanations given by Major Coles, it was unnecessary for him to dwell on the reasons which justified that proposal. He also attached great value to the memorandum prepared by M. Bourgois, which would form an excellent basis for the work of the preparatory committee or preliminary conferences.

Dr. Hoo Chi-tsai (China) reminded the Committee that China's position differed from that of other opium-producing countries. As M. Bourgois had pointed out at the Committee's last session, China operated as it were in a "water-tight compartment", since it neither imported nor exported opium. China was, nevertheless, not indifferent to the proposed conference. Whether that conference met or not, China would continue to enforce her plan for the reduction of cultivation and consumption of opium. Even if the conference were held and proved to be a complete success, it would not in any way accelerate the tempo of the Chinese six-year plan.

The Chinese Government had three reasons for being interested in the proposed conference. In the first place, the success of such a conference, in reducing opium production, would automatically reduce the supply of drugs to the illicit traffic. That traffic numbered many Chinese among its victims and hindered seriously the application of the six-year plan. Secondly, the success of the conference would doubtless lead to a reduction of the number of opium-smokers in the countries and colonies of the Far East, and many of those smokers again were Chinese. Thirdly, the conference would study many problems which were already causing great concern to the Chinese authorities, such as the economic consequences of abolishing the cultivation of the opium poppy, the effects of such abolition on persons engaged in cultivation and the replacement of the opium poppy by a different crop. In China, an Inter-Ministerial Commission had already been set up to study those various problems, and the solutions adopted or suggestions made by the conference on these problems would be of the utmost use to the Chinese authorities.

With regard to the statement made by the Portuguese representative, Dr. Hoo did not wish his silence to be interpreted as implying approval of everything contained in that statement.

M. de Vasconcellos had drawn a parallel between the consumption of opium and the consumption of alcohol. Some might consider the parallel justified, but he would point out that opium had more disastrous effects than alcohol.

Dr. DE VASCONCELLOS (Portugal) intervened to explain that he had not intended to draw a comparison between substances so much as between the methods adopted for controlling their consumption.

Dr. Hoo Chi-tsai (China) had also understood the Portuguese representative to say that the Chinese method of suppressing opium addiction had led to an increase in the consumption of heroin. Other members of the Committee, during the discussion on the situation in the Far East, had already explained the reasons for that phenomenon. He agreed to some extent with M. de Vasconcellos that the sudden abolition of opium-smoking had, in certain Chinese provinces, stimulated the use of other narcotic drugs. It should, however, be remembered that the present situation in China was not entirely the consequence of the Chinese Government's policy in regard to opium.



Dr. Hoo assured the Committee that the Chinese Government would do its best to promote the success of the proposed conference. It had already replied to the Committee's questionnaire and would support any proposal which offered any prospect of success.

Dr. CARRIÈRE (Switzerland) had no instructions with regard to the question under discussion. At the same time, he was sure that his Government was most anxious that the conference should meet as soon as possible, for, while Switzerland had no direct interest in the production of opium, she, like all countries, was affected by the fatal consequences of production in excess of legitimate requirements.

As regards procedure, the Federal Government would very probably approve any proposal which seemed reasonable to the Committee. He thought the Swiss delegation had expressed approval of the Assembly resolution mainly because of the idea underlying it, the general bearing of which was—if he were not mistaken—that everything possible should be done to push forward the meeting of the conference and to facilitate its work. For the rest, the Federal Government would no doubt leave it to the Committee to settle the details.

Opinion in the Committee as to the need for preliminary conferences seemed to be divided. Though he did not deny that they might be useful, Dr. Carrière shared the apprehensions of those who feared that preliminary meetings would delay the meeting of the conference unduly. For his part, he would be glad if the proposal of the United Kingdom representative were accepted. It was a happy compromise and was acceptable, moreover, to the author of the resolution himself, M. de Vasconcellos. The procedure outlined in that proposal seemed to offer the best means of applying the principle embodied in the Assembly resolution—namely, that the meeting of the conference should be pushed forward. He therefore unreservedly supported the United Kingdom representative's proposal.

As one of the few members of the Committee who had attended the Preparatory Conference in London in 1930, Dr. Carrière desired to reply briefly to what he regarded as the unjustified criticisms just levelled at it in support of the objection to preliminary conferences. While the Geneva Conference did not accept the quota system proposed by the London Conference—and it might still be asked, in all good faith, whether that was not the real solution of the problem—it was extremely unfair to allege that the London meeting had served no useful purpose. Those who had attended it were aware, on the contrary, that in making a general examination of the problem of limitation, it had undoubtedly done much to facilitate the proceedings of the Geneva Conference.

M. YOKOVAMA (Japan) was in the same position as the representative of Switzerland in having no explicit instructions from his Government on this question. He had listened with sympathy to the views expressed by the United States and Canadian representatives on the question of procedure, but for practical reasons he supported the proposal made by Major Coles. At the same time, he felt that the apprehensions expressed by the Turkish representative were well founded and should be taken into consideration by those who advocated the immediate summoning of a general conference.

*The continuation of the discussion was adjourned to the next meeting.*

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#### SIXTEENTH MEETING (PUBLIC, THEN PRIVATE).

*Held on Friday, June 4th, 1937, at 11 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1211. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Questions of Procedure (continuation) (documents O.C.1677. 1677 (a), (b) and (c)).

Mr. FULLER (United States of America) made the following statement :

I was particularly gratified yesterday evening to learn from what M. de Vasconcellos said that he is in substantial accord with me on all of the subjects which I brought up when I spoke on the question of methods to be pursued in arranging preparation for a proposed conference to draw up a convention to limit the production of raw materials.

We agree that extensive and thorough investigation and study are absolutely necessary in preparation for a conference.

M. de Vasconcellos appears now to agree with me as to the procedure which should be followed in conducting this preparation, as I understand him to recommend that the Committee follow the suggestion which I made in this regard and which was repeated by Major Coles. As there was yesterday some implication that the suggestion made by me and the suggestion made by

Major Coles were dissimilar, I venture to read again what I said yesterday on this part of the subject. "Gathering material through the medium of questionnaires to interested Governments is not enough. Such material must be assembled, digested and studied. It is not practicable to give such material adequate study during a preliminary conference or in a general conference; but a capable committee of experts could study the material and work out one or more practical programmes to serve as the starting-point for discussions of a general conference." From this you will see that both Major Coles and I suggested the same thing, and the Committee must realise my surprise when I was implored yesterday afternoon to support my own proposal.

The dove of conciliation seems to have hovered over our colleague's head and, perhaps, whispered in his ear something like this: in your two-committee plan you have overlooked the rights of all but a small part of the nations of the world; you have overlooked the nations which produce morphine without going through the stage of opium; you have overlooked the nations which neither produce opium nor manufacture drugs nor maintain smoking-opium Monopolies.

Have you not forgotten that the overlooking in the London Conference of 1930 of interests and rights of non-producing and non-manufacturing nations was the cause of no small confusion and difficulty in the 1931 Conference?

I am glad to note that M. de Vasconcellos will cease to press for the plan of two committees limited to parties financially interested and will support a fairer, broader-minded plan, a plan much more calculated to command confidence.

M. de Vasconcellos appears to agree with me that terms of reference for any conference or committee should be clearly, definitely and unequivocally established in advance. He said yesterday that it would be for the Opium Advisory Committee to draw up the terms of reference. I agree with him that such a course is practical and could well be followed.

M. de Vasconcellos referred to the American experiment in the matter of beverage alcohol. What this has to do with the subject before the Committee I do not see; but I agree with him that we tried the prohibition of beverage alcohol and that we abandoned the plan. It is a very easy matter to explain this. We sat down and read our Bibles and we found in the Bible the following verse: "Give strong drink to him that is about to perish and wine to them that be of heavy hearts. Let them drink and forget their misery and remember their poverty no more." On the other hand, I have been unable to find in the Bible any injunction to give morphine to those who dwell in colonies in the Far East.

M. de Vasconcellos spoke at length to the effect that the abolition of opium-smoking can be brought about only gradually. As I have never suggested that the suppression of opium-smoking could be brought about otherwise than gradually, his remarks were presumably in support of my suggestion for definite and progressive reduction by a determined percentage annually of the quantities of raw opium to be produced for the purpose of supplying opium-smoking Monopolies. I hope that M. de Vasconcellos will consider the inclusion in a draft convention of precise and definite provisions as to what "gradual" is to mean in connection with the suppression to which he looks forward.

Colonel SHARMAN (Canada) said he had re-examined his speech since the previous day and also that morning studied the speech made by Major Coles. Not a single word in his speech was incompatible with Major Coles' speech, which he heartily endorsed in every particular.

M. CARNOY (Belgium) thought that it might be desirable to formulate Major Coles' proposal in a clear and succinct form, in order that the Committee might know exactly what it was being asked to decide.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that, stated briefly, Major Coles' proposal was that the Advisory Committee should resolve itself into a committee to examine the documentation concerning the preparatory work for the conference for limiting the cultivation of the opium poppy and of raw opium. That was the only point calling for an immediate decision. A further decision might be taken on what was to be done later.

M. CARNOY (Belgium) enquired whether that implied that the examination of the documentation would begin at once, or whether it was proposed to consider it later, possibly with the help of experts.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that, if the Advisory Committee decided to resolve itself into a committee, the examination of the documentation could begin at once. M. Carnoy's further suggestion could be considered later.

M. BOURGOIS (France) regretted that he had not been present at the discussion the previous day. It seemed to him, however, that he was in substantial agreement with what had been said. The duty of the new committee would, he thought, be to bring out four or five fundamental principles on which a convention might be based. Those principles would depend on the conditions governing the problem and would gradually emerge in the course of their study. The next point was to apply them in the form of a text, a work which could be expeditiously done by a technical committee.

Dr. DE VASCONCELLOS (Portugal) expressed his gratification at Mr. Fuller's reference to the dove of conciliation, but pointed out that he himself had never been at war. He had proposed, in tentative form, a procedure to facilitate the convening of a conference. Speaking in the Fifth Committee of the 1936 Assembly, he had said that one condition of success would seem to be the calling of preliminary conferences similar to that which had met in London in November 1930 to prepare for the Limitation Conference of 1931. "One of those conferences"—he referred to the Minutes of the Fifth Committee<sup>1</sup>—"would be devoted to the discussion of the problems relating to the raw opium necessary for the manufacture of drugs and another to the discussion of the problems concerning the raw opium necessary for Monopolies of opium for smoking". All he had suggested was that there might be two preliminary conferences, but his intention had always been that the final procedure should be decided by the Advisory Committee. Major Coles' proposal—which combined the two conferences and called them a committee—was simply his own proposal in another form.

The CHAIRMAN noted that the Advisory Committee appeared to be unanimous as regards the question of procedure. If the Advisory Committee agreed, it could resolve itself at once into a committee to study the documentation by the Secretariat.

*This procedure was adopted.*

*The Advisory Committee resolved itself into a Committee to examine the documentation concerning the preparatory work for a conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium.*

*(The Committee went into private session.)*

**1212. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Examination of the Documentation submitted.**

*The Committee decided that the Minutes of this discussion should not be printed.*

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**SEVENTEENTH MEETING (PRIVATE).**

*Held on Friday, June 4th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

**1213. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Examination of the Documentation submitted (continuation).**

*The Committee decided that the Minutes of this discussion should not be printed.*

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**EIGHTEENTH MEETING (PRIVATE).**

*Held on Saturday, June 5th, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland) and later M. DELGORGE (Netherlands), Vice-Chairman.*

**1214. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Examination of the Documentation submitted (continuation).**

*The Committee decided that the Minutes of this discussion should not be printed.*

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<sup>1</sup> See *Official Journal*, Special Supplement No 160, page 12.

NINETEENTH MEETING (PRIVATE).

*Held on Monday, June 7th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

1215. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Examination of the Documentation submitted (continuation).

*The Committee decided that the Minutes of this discussion should not be printed.*

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TWENTIETH MEETING (PRIVATE).

*Held on Tuesday, June 8th, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

1216. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Examination of the Documentation submitted (continuation).

*The Committee decided that the Minutes of this discussion should not be printed.*

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TWENTY-FIRST MEETING (PRIVATE, THEN PUBLIC).

*Held on Tuesday, June 8th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

1217. Composition of the Advisory Committee : Proposal by the Representative of Egypt.

*The Committee decided that the Minutes of this discussion should not be printed.*

1218. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (continuation) : Method of continuing the Preparatory Work for the Conference.

*The Committee decided that the Minutes of this discussion should not be printed.*

1219. Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (continuation) : Question of inviting Countries not represented on the Advisory Committee and Certain Experts, to take part in the Preparatory Work for the Conference.

*The Committee decided that the Minutes of this discussion should not be printed.*

1220. Budget Estimates for the Year 1938.

*The Committee decided that the Minutes of this discussion should not be printed.*

1221. Question of holding an Autumn Session of the Advisory Committee.

*The Committee decided to hold no autumn session in 1937.*

1222. Date of the Next Meeting of the Advisory Committee, sitting as a Preparatory Committee for the Conference on Raw Materials, and of the Plenary Session of the Advisory Committee Proper.

*The Committee decided to meet as the Preparatory Committee for the conference on raw materials on May 23rd, 1938, and in plenary session two weeks later.*

**1223. Question of Strengthening Penalties for Breaches of the Regulations concerning the Traffic in Opium : Statement by the Representative of Bulgaria.**

M. MOMTCHILOFF (Bulgaria) had observed, during the Committee's discussions, that some concern was felt regarding the penalties imposed in Bulgaria for breaches of the regulations concerning the traffic in opium. He would report fully on the matter to his Government and insist on the desirability of strengthening the penalties in question either by introducing modifications in the texts of the regulations or by enforcing more strictly the penalties provided therein. There was reason to hope that the competent authorities would carefully consider the views expressed in the Committee and that practical results would follow shortly.

The CHAIRMAN thanked M. Momtchiloff for his welcome statement. It would be extremely gratifying to the Committee if the Bulgarian Government could act on the proposals that had been made.

**1224. Criticism by the Representative of Portugal of Certain Summaries of his Speeches on the Question of the Limitation of Raw Materials.**

Dr. DE VASCONCELLOS (Portugal) had recently observed in certain newspapers and elsewhere summaries of the Committee's discussions on the limitation of raw materials which gave an entirely false impression of what he himself had said. He wished to repudiate the statements thus ascribed to him, and reserved the right to make such corrections in the Minutes as he considered necessary.

**1225. Opium-smoking among Workers : Resolution adopted by the International Labour Conference at its Twentieth Session (June 1936), and Decision in regard to the Resolution by the Governing Body at its Seventy-seventh Session (November 1936) (documents O.C.1473 (c), (d) and (e), and O.C.1705 and 1706).**

The following resolution adopted by the International Labour Conference at its twentieth session (June 1936) was read :

" The twentieth session of the International Labour Conference :<sup>1</sup>

" Taking note of the report entitled " Opium and Labour ", submitted by the International Labour Office;

" Considering that it cannot remain indifferent to the conclusions of this report, in which it is stated that opium-smoking is injurious to the workers, impedes their social and economic development, impairs their health and decreases their efficiency and, when it is practised continuously, shatters the health and increases the death-rate of the smokers, and tends to reduce the rate of economic and social progress in the districts affected;

" Believing that these effects are due both to unsatisfactory conditions of labour and to the official authorisation of the sale of opium to workers :

" Requests the Governing Body to recommend the Governments in whose territory the sale of opium for smoking is authorised to improve conditions of labour by the following methods :

" (1) Reduction of hours of work in occupations where long hours are worked;

" (2) Guarantee of an adequate living wage and improvements of conditions of labour in arduous occupations, which are generally the worst paid;

" (3) Establishment of facilities for medical treatment;

" (4) Establishment and organisation of collective spare time activities;

" Also requests the Governing Body to bring to the notice of the competent bodies and of the Governments the following suggestions, with a view to drawing up rules which would complete the measures mentioned above in countries in which the sale of opium for smoking is authorised;

" (1) The limitation of the sale of opium, either in the raw or the prepared form, to registered smokers;

" (2) The registration of all workers addicted to opium-smoking:

" (a) The establishment of registers for the registration of workers who smoke opium, such registers to remain open for a period of twelve months, after which they should be closed and no further smokers registered;

<sup>1</sup> International Labour Conference. Provisional Record, twentieth session, No. 8.

" (b) The granting of licences for registered workers authorised to smoke opium, so as to allow of the identification of the licence-holder and the purchase by him of the quantity of opium mentioned in the licence;

" (c) Notification to all registered smokers that the sale of opium will be discontinued at the end of five years;

" (3) Reduction of the quantity of opium sold to licensed smokers by one-fifth each year;

" (4) Establishment by the Government of curative centres where workers accustomed to smoke opium may obtain treatment to cure them of the habit;

" (5) Drawing up and application of such laws and regulations, and adoption of such measures as are considered necessary to prevent licensed smokers from substituting for the use of opium that of opium derivatives, cocaine or any other drug covered by the existing Conventions;

" (6) Drawing up and application of such additional laws and regulations as Governments may consider necessary to bring about the cessation of the licensed use of opium for smoking within five years;

" (7) Application of measures to prevent workers who smoke opium from obtaining and smoking smuggled opium."

Mr. FULLER (United States of America) made the following statement :

The manner in which my Government and American public opinion regard the resolution which has been transmitted to the Opium Advisory Committee by the International Labour Office and which was adopted by the International Labour Conference in June 1936 is undoubtedly clear to you without my describing it. The American position was well evidenced by the stand taken by the American delegation at that Conference, when workers, employers and Government delegates alike all declared themselves unqualifiedly in its favour.

Should there be any question as to the *locus standi* of the United States in this matter, I may point out (1) that the American Government is a party to the Hague Opium Convention of 1912, (2) that the United States is the world's biggest customer for rubber and tin, and (3) that labour in the United States is justifiably interested in the conditions under which the raw materials that we import are produced. These circumstances, among others, account for the view that we take of this resolution.

I welcome, and I am sure that the Committee will welcome, the interest in the drug problem thus evinced by Labour which is to-day an increasing power and influence in both Orient and Occident, on all the continents, and that the Committee will prize the assistance in its campaign against the abuse of narcotic drugs which Labour announces itself as now prepared to offer.

I have no doubt that my colleagues of the Monopoly countries will hail this evidence that the claim formerly advanced that Labour in the Far East demands its opium and will not work if that opium is not supplied is no longer true, and will welcome this support of the Committee's plans for further implementing the Hague Convention through rationing and registration.

It also looks to me as though the Monopoly countries are now ensured the support of Labour in their announced efforts eventually, if gradually, to suppress the use of prepared opium; and that the Opium Advisory Committee, in its efforts to implement the Hague Convention by reducing each year the quantities of raw opium available for the preparation of smoking-opium, will fortunately be able to count upon the support of the powerful Labour organisations throughout the world.

The interest taken by organised Labour in the drug question means that a powerful influence is coming to bear on the prevention of the abuse of narcotic drugs, including opium. Some years ago, when my country was being inundated by illicit traffic from a certain country, legislation intended to require every package of cargo and every piece of baggage coming directly or indirectly from that country to be opened and emptied was introduced into Congress. Fortunately, that country "cleaned house" and the proposed legislation was abandoned as no longer necessary. At that time, however, a Labour leader in the United States was quoted as having said that this legislation would not be necessary and that if the word were to be passed to the longshoremen's union, they would refuse to handle any cargo from that country until a reform was brought about, such was Labour's repugnance to the illicit drug traffic and such was Labour's power.

It would seem most opportune that the question raised by this resolution should have been brought before the Committee at the present time, when we are at work on preparations for a convention to limit and control the quantities of raw opium for all purposes, including those to be made available to opium-smoking Monopolies, pointing out, as it does, principles by which demand can be reduced *pari passu* with the reduction in supply.

I recall the statement which our Portuguese colleague made the other day to the effect that all desire eventually, if not at once, to confine the supply of raw opium to the limits of medical and scientific needs. Here is support for that idea from a new quarter, with a lead as to methods eventually, if gradually, to bring about that desired end, provided the measures involved are

adopted concurrently and in concert by the Monopoly countries, as the Portuguese representative said they must be to attain success.

It is submitted that, in working out principles to be embodied in the draft convention for the reduction and limitation of the production of raw materials, the Committee has a further chance to reach its goal if it will work into that convention principles based upon the resolution before us. If the Committee fails to do so, we can rest assured that Labour will ask why the Committee did not do so.

As I said at the outset, the position of my Government and of my fellow countrymen on this question is well known. I venture to hope that the Committee will endorse this forward-looking and timely resolution.

Colonel SHARMAN (Canada) wished briefly to support the principle enunciated in the resolution adopted by the International Labour Conference on opium-smoking. It was perhaps appropriate that the resolution should be considered by the Advisory Committee in what had already been described as the "Silver Jubilee Year" of the first international agreement to suppress opium-smoking.

It was significant, he thought, that since 1912 Labour had not only gained, but had used, the opportunity to express views on opium-smoking which many others held to be correct.

Labour would be the first, he felt, to agree that some variation in the application of the resolution might be thought advisable, provided the fundamental principle was not obscured or its realisation unduly delayed. Ten years, for instance, not five, might be technically necessary to give full effect to its provisions. He also appreciated the fact that since 1912, or at dates subsequent thereto, certain countries had tried to improve the situation under their control, but the obvious need was for concerted and uniform effort on the part of all concerned.

In the Canadian representative's opinion, the resolution had a very important bearing on the Committee's efforts to limit opium production and he welcomed the assurance thus given of the support of world Labour in dealing with the opium-smoking problem.

M. DELGORGE (Netherlands) thought that the Committee would be unanimous in agreeing that the use of opium should be restricted to medical and scientific purposes and that it would be still better if no opium at all were used for smoking purposes. If the International Labour Conference had confined itself to voicing this desideratum, no one present would refuse to endorse its resolution. The Conference, however, was trying to teach the Governments concerned how that objective could be attained: that, he suggested, was not the function of the Conference. Had the problem been so simple, the Netherlands Indies would long since have abolished the practice of opium-smoking. The methods mentioned in the resolution were not new. They had all been tried, or at least seriously considered, and if they had not already been put into practice, the reason was that this had proved to be impossible.

The Governments of territories where opium-smoking was still practised were under an international obligation to put an end to this habit as soon as possible, and he could assure the Advisory Committee that the Netherlands Government was fulfilling this obligation to the best of its ability.

The resolution was based on the very widespread assumption that Governments maintained the custom of opium-smoking among their nationals for financial reasons. He could assure the Committee that this assumption was entirely baseless in the case of the Netherlands. The revenue from the Opium Monopoly in the Netherlands Indies had fallen considerably in recent years and was now only a small fraction of the total revenue. Much of it, moreover, was spent in the suppression of opium-smoking, the treatment of addicts, and other similar measures, so that the real financial advantages were insignificant and would gladly be sacrificed if the use of opium could be stopped. The Committee would recall in this connection M. Bourgeois' statement that in Indo-China the expenditure of the Opium Monopoly even exceeded the revenue.<sup>1</sup>

Furthermore, the Netherlands Government believed that measures for the suppression of opium-smoking should not be confined to the working-classes only, but should extend to the whole population. It could not, of course, be denied that most addicts belonged to the working-classes; that was why special measures had been introduced in such areas as Banka and Billiton, where there was a large population of miners. Those measures had reduced the consumption of prepared opium to an extremely low figure. As an example to private employers, the Government had also many years ago decided not to allow the consumption of opium among persons in Government service, labourers included.

From these remarks it would be clear to the Committee that M. Delgorge could not support the resolution as it stood, and he could, further, assure his colleagues that the working-classes in the Netherlands Indies were perfectly well aware why the recommendations of the Labour Conference could not be put into effect.

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<sup>1</sup> See page 23.

Dr. DE VASCONCELLOS (Portugal) identified himself with the attitude taken up by the Netherlands representative. The co-operation of labour in suppressing opium-smoking would be welcome, but it must be remembered that the vice affected not only the working-classes but all sections of society; consequently, all classes must contribute to its eradication.

He much appreciated the complimentary reference to himself made by the United States representative. Far from repudiating the statement attributed to him, he could even amplify it by an interesting item of news which he had just received from Macao. The new Governor of that territory had already reported that he was reducing the 1937 import quota of raw opium by fifty cases. As the Governor had only been appointed a month ago, the Committee would realise that practical progress was already being made.

The outstanding feature, he thought, of the Committee's present session was the formal accession of the United States of America to the policy of gradual limitation. At the 1925 and 1931 Conferences, the United States had always advocated the policy of radical and immediate abolition, which, in practice, had been considered impossible. The reversal to a policy of gradual elimination was extremely gratifying.

Had there been any intention to vote on the International Labour Conference's resolution, M. de Vasconcellos would, of course, be obliged to enter serious reservations, particularly as the resolution dealt with several problems entirely extraneous to the Committee's sphere of work.

Major COLES (United Kingdom) need not remind the Committee that his Government had accepted the general obligation to suppress opium-smoking gradually and effectively, though it realised, as its signatures of later Conventions showed, that such abolition could not be complete if its territories were constantly exposed to the illicit traffic in narcotic drugs.

Many of the recommendations contained in the Labour Conference's resolution had already been successfully put into effect in most British territories. He would nevertheless be quite unable to vote for such a resolution on account of the situation in Hong-Kong. It was extremely difficult in that territory to control the opium situation; police action against illicit smoking-dens had resulted in overcrowding the prisons. Heavy penalties were imposed on smokers buying non-monopoly opium and sales to minors were prohibited, but until the situation outside Hong-Kong improved it would be impossible to introduce successfully any system of rationing or registration of smokers. Though unable, therefore, to support the resolution as it stood, his Government was in entire sympathy with the sentiments expressed and was endeavouring to progress along the lines suggested.

M. BOURGOIS (France) noted that the International Labour Conference's resolution dealt mainly with the registration and licensing system, rationing of supplies, measures of defence against the illicit traffic, treatment of addicts, and finally advocated complete abolition in five years.

The French Government's views on those subjects were well known. The system of registration, licensing and rationing had been tried in those parts of French colonial territory where smuggling was less acute, but it had been abandoned; the authorities would nevertheless renew their efforts when circumstances permitted.

As regards preventive action against smuggling, he had explained at length the system adopted in Indo-China,<sup>1</sup> stressing the great expenditure incurred and the large amount (10 tons) of raw opium seized last year. France had accepted the policy of gradual abolition of opium-smoking embodied in the 1912 Convention, and had taken the necessary steps to close down opium-smoking-dens and reduce the amounts of Monopoly opium sold. As a result, sales of the latter had fallen from 120 to 28 tons and revenue in the same proportion. Clearly, therefore, the policy of the French authorities was dictated not by pecuniary but by humanitarian considerations. The cost of suppression was immense and greatly outweighed the small profits earned by the Monopoly on sales of prepared opium. There was, in addition, the expenditure on hospital treatment, and prisons, and the general economic loss due to the low purchasing power of the opium-smoker. It would seem, therefore, that France had applied the recommendations of the Labour Conference to the utmost possible extent.

The capital point in the resolution communicated to the Committee was the demand for the eradication of opium-smoking in a period of five years. It would be remembered that, in 1925, France had been partly responsible for proposing, and had herself accepted, Article II of the Protocol of the first Opium Conference, undertaking gradually to diminish the consumption of prepared opium and to suppress it within a period of fifteen years from the date when exports of raw opium would no longer constitute a serious obstacle to the policy of suppression. The enforcement of the recommendations made in the Labour Conference resolution presupposed collective action on the basis of an international agreement. M. Bourgois suggested that those recommendations should be duly noted by the Committee and carefully considered during the preparatory work for the Limitation Conference.

<sup>1</sup> See page 23.



Luang BHADRAVADI (Siam) said that he must enter a reservation on the resolution communicated by the International Labour Conference. He need not dwell on the reasons which compelled certain countries to tolerate opium-smoking. In the campaign against opium and narcotic drugs, Siam had always strictly observed the obligations of all the Conventions to which she was a party and had never lost sight of the possibility of gradually suppressing the vice of opium-smoking. His Government's annual report<sup>1</sup> showed the difficulties encountered by Siam in combating the illicit traffic. The Advisory Committee, he was sure, would agree that, if the licit use of opium were abolished forthwith, it would only jeopardise the success of the fight against the illicit traffic. He associated himself in conclusion with the remarks made by M. Delgorge and the United Kingdom representative.

Mr. WILD (India) felt that the resolution of the International Labour Conference argued a lack of knowledge of the history of the opium-smoking problem. Most countries had tried to grapple with the evil and some measure of success had been achieved. The prospects of successfully eradicating the practice of opium-smoking depended partly on the intensity of the illicit traffic and partly on the extent of the danger of addicts taking to more potent drugs. Opium-smoking was not very prevalent in India. The authorities had reduced sales of prepared opium as much as possible and were continuing to pursue the same policy. Under the new constitution, control would be a matter for the various provincial Governments.

The suggestion that a specific number of years should be fixed for the abolition of opium-smoking was not very practical. The problem was one for each country to decide according to its circumstances.

He agreed with the representative of the Netherlands that, if the resolution were put to the vote, it would be impossible to accept it.

M. YOKOYAMA (Japan) agreed with the observations made by previous speakers. The table annexed to document O.C.1705 clearly showed that the consumption of prepared opium in Formosa had decreased in 1935 to 48 % of the 1926 consumption. The Opium Monopoly in that country only brought in a sum of two and a half million yen, or 1.3 % of the total annual revenue. It would thus be seen that progress was being made in the territory under Japanese control.

As regards the action to be taken on the resolution communicated by the International Labour Conference, he agreed with the French representative's proposal to welcome the principle involved, but to draw attention to the difficulties of practical realisation.

Dr. Hoo Chi-tsai (China) identified himself with the observations of the representatives of Canada and the United States of America. The Chinese Government's views on this subject had already been voiced at previous sessions of the Advisory Committee and at conferences of the International Labour Organisation. His Government attached great importance to the resolution before the Committee, because most of the opium-smokers in Far-Eastern colonies were Chinese by race or nationality and because, in some territories even, only Chinese were authorised to buy opium for smoking. The adoption and application of the resolution would therefore improve the lot of Chinese workers in the Far East. Many of the reports received from the territories in question showed, on the other hand, that Chinese labourers only acquired the opium-smoking habit after emigrating to those territories. Many of them returned to China as smoking addicts and thus complicated considerably the Chinese Government's attempt to solve its own drug problem.

The Governments of Monopoly countries should therefore take the necessary steps to limit and ultimately abolish opium-smoking in their territories. If it were urged that there were serious difficulties in the way of such action, he must point out that those difficulties were, nevertheless, much less serious than the difficulties which the Chinese Government had had to face and was actually facing at such cost to itself. The fact that revenue was now no longer a germane consideration furnished an additional reason for speedy abolition. Much progress had already been made in the last eight years in reducing the consumption of prepared opium in Monopoly countries, and that progress was a good omen for the realisation of the schemes now being put forward.

The representative of Portugal had mentioned the impossibility of immediate abolition, but no such claim was made in the resolution before the Committee. While Dr. Hoo appreciated the unanimity achieved on the advisability of a policy of gradual abolition, he trusted that this would not mean maintaining or increasing the present level of consumption.

As regards the action to be taken on the resolution, he would point out that the Labour Conference did not ask the Advisory Committee to record a vote; the resolution was merely communicated for information. He would at the same time remind the Committee that the representatives at the Labour Conference of the countries which had entered reservations at the present meeting had raised no such objections at the meeting of the Labour Conference, where the resolution was adopted unanimously.

As regards procedure, Dr. Hoo suggested that the Advisory Committee should pass a formal resolution approving the sense of the recommendations contained in the Labour Conference resolution and asking Governments to give serious consideration and all possible practical effect to that resolution. Further, the resolution should be transmitted to the future limitation conference, where it would serve as a basis for fixing the minimum standard of achievement that

<sup>1</sup> Document O.C./A.R.1935.42.

could be expected from opium and Monopoly countries. At present, that standard varied very considerably. Some countries had a system of licensing and registration, other countries had an Opium Monopoly with no limits for the quantities of opium sold. A minimum standard was therefore extremely desirable.

M. BOURGOIS (France) suggested that a draft resolution on the subject could be drawn up on the basis of suggestions made by the Chinese representative and himself.

*The continuation of the discussion was adjourned to the next meeting.*

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## TWENTY-SECOND MEETING (PUBLIC).

*Held on Wednesday, June 9th, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

### 1226. Tribute to Mr. Lyall on his Retirement from the Position of Assessor to the Advisory Committee (continuation) : Letter of Thanks from Mr. Lyall.

The CHAIRMAN communicated to the Committee a letter which he had received from Mr. Lyall, President of the Permanent Central Opium Board, in reply to the Chairman's letter of June 4th. Mr. Lyall referred to the friendly expressions used concerning him and spoke of the pleasure which his ten years' work on the Committee had given him. The immense progress that had been made in preventing narcotic drugs escaping from the licit into the illicit traffic had been a great source of satisfaction to him. Mr. Lyall added that, as long as he remained President of the Central Board, he would do his best to continue to assure the close co-operation between the Board and the Advisory Committee that was so necessary to the successful working of the various Conventions dealing with narcotic drugs.

### 1227. Opium-smoking among Workers : Resolution adopted by the International Labour Conference at its Twentieth Session (June 1936) and Decision in regard to the Resolution by the Governing Body at its Seventy-seventh Session (November 1936) (continuation) (documents O.C.1473 (c), (d) and (e), and O.C.1705 and 1706).

The Committee examined the document prepared by the Secretariat (document O.C.1705) concerning opium-smoking among workers and the resolution adopted by the International Labour Conference.<sup>1</sup>

Dr. Hoo Chi-tsai (China) pointed out that the French text of the Secretariat's document should read "Kouantoung" (Leased Territory) as distinct from the Province of "Kouangtoug".

He noted the reference in the latter part of the document (page 3) to the progress achieved in the campaign against opium-smoking as the result of measures such as registration, licensing, and rationing. He thought that the names of the territories whose Governments had adopted those measures should be mentioned in brackets. The extent of the action taken by Governments varied considerably and it was important to see exactly what had been done and what had been left undone.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that a fuller study of the question would be presented at the next session, and that the Chinese representative's suggestion would be duly noted.

Dr. Hoo Chi-tsai (China) commented on what appeared to him to be two contradictory statements in the Secretariat's study (page 3). The first read as follows :

"Another important reason for the reduction of the consumption of prepared opium is beyond doubt the increase in the standard of living."

The second passage read :

"There is also reason to believe that the economic crisis, which spread to the Far East and remained there during the years 1930 to 1933, was one of the causes of the reduction in the consumption of prepared opium."

Those two statements seemed diametrically opposite.

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<sup>1</sup> See page 88.

M. RENBORG (Secretariat) said that there was not necessarily any contradiction. On the one hand, the economic crisis had made it impossible for opium-smokers to purchase opium; on the other, the raising of the standard of living was due to measures taken by the Government. In the Malay States, for example, the introduction of cinemas and the encouragement of sport and motor transport had given the younger generation something to think about, so that they were no longer interested in opium-smoking. No one could be an opium-smoker and indulge in normal amusements.

Mr. FULLER (United States of America) regarded the Secretariat document as a dangerous and misleading statement as were all statements which presented only a part of the truth. Furthermore, the self-contradictory features of the document were evident from the passage, for instance, which read: "It will be seen from the table that the index of consumption in 1935 was only 9 as compared with 100 in 1926". But (quoting from the same document): "According to statements by the Government of Hong-Kong in its annual reports in regard to prepared opium, this remarkable falling-off in consumption is entirely due to the prevalence of illicit traffic in the colony". Still quoting, he read: "... for each kilogramme of Government opium sold in the colony, the illicit traffic provided somewhere in the neighbourhood of 70 kg.". Most of the annual reports of Governments had honestly stated that, owing to the illicit traffic, there was little or no relation between monopoly sales and the actual consumption of smoking-opium. The document was drafted in a way which tended to create an impression that the suppression of opium-smoking had been effective, whereas the opposite was the case. The United States Government would undoubtedly consider the document worse than useless.

M. BOURGOIS (France) said that the Secretariat document had its use, as showing the imperative need for limiting the cultivation of the poppy.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the table in the document dealt with the licit traffic. The passages quoted by Mr. Fuller referred to illicit traffic. The two groups of facts were not contradictory.

Mr. FULLER (United States of America) repeated that he regarded the document as dangerously misleading.

The CHAIRMAN asked whether Mr. Fuller wished to propose any action in the matter.

Mr. FULLER (United States of America) thought that the document should be withdrawn.

Dr. HOO Chi-tsai (China) asked what was the relationship between the Secretariat document and the resolution adopted by the International Labour Conference. Was the document intended to refute or to reinforce the resolution?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought that the information given in the document was of sufficient interest to justify presenting in succinct form facts which the Committee had not yet viewed from that particular angle. Any passages could, if necessary, be redrafted or, as had been suggested, the document could be withdrawn. He would like first, however, to hear the views of representatives of the countries mentioned in the document.

M. YOKOYAMA (Japan) said that he quite understood Mr. Fuller's idea. But the document had already been distributed; it existed and could not be withdrawn. He understood that it was not intended for publication, but simply for the Committee's information. He, too, might have made observations on the Secretariat's study, but had not thought it necessary to do so. It would perhaps be sufficient if Mr. Fuller's objections were recorded in the Minutes. If the question came up at any future date, the document would not then be regarded as having been endorsed by the Committee.

M. DELGORGE (Netherlands) failed to see the danger of the document, which was intended for those who were studying the opium question seriously and were capable of gathering what it contained. Those who wished only to make a superficial study had much better not busy themselves with the opium question at all.

The CHAIRMAN said that, although the document seemed open to criticism, that was no reason for withdrawing it. Any objections would be recorded in the Minutes.

Major COLES (United Kingdom) said that the document had a certain value as showing the impossibility of suppressing opium-smoking when the illicit traffic was in the ascendant. The system of closed registers had been tried in Burma, but had not met with success. The registers had been opened for six months, and then closed and the possession of prepared opium prohibited.

The result had been that new consumers, including immigrants, could not then be admitted to the registers and were liable to prosecution. They had become a danger to the country and stimulated illicit traffic and the registers had had to be reopened. The document did not show, and did not pretend to show, the total consumption of prepared opium, because so much of that consumption was illicit and it was impossible to obtain the figures. It would be a pity to withdraw the Secretariat's study.

Dr. DE VASCONCELLOS (Portugal) did not understand the objections to the document, which was like any other document—the progress report, for example—prepared by the Secretariat under the responsibility of the Director of the Opium Section, for the Committee's information. If the Committee wished to contest the statements contained in the Secretariat's study, it could do so. It would also have to discuss the resolution adopted by the International Labour Conference.

Luang BHADRAVADI (Siam) said that, personally, he could see no objection to the document. The tables dealing with licit traffic were well prepared, and elsewhere the document dealt with the consumption of illicit opium. The facts were simply stated.

M. YOKOYAMA (Japan) wished to explain the position in the Kwantung Leased Territory. The figures in the table, showing an increase in 1933 and 1934, represented consumption on a licit basis, with registration. Any Japanese subject over twenty-one years of age could apply to be registered, and a permit was then issued. The reason for the increase was that the population of the territory was not stable, but was influenced by the coming and going of the inhabitants of neighbouring territories. Restrictions in regard to opium-smoking in one region meant an influx into other regions where smoking was permitted. The Government was aware of the desirability of reducing consumption, and was preparing to take the necessary steps.

Mr. WILD (India) thought that the Secretariat's document had successfully expressed what it set out to say. It was well prepared and presented. He complimented the Secretariat on the accompanying graphs, which were, he said, very instructive.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that it was encouraging to the Secretariat to hear remarks of the last few speakers, especially those of representatives of the countries chiefly concerned. All Secretariat documents were open to criticism, and improvements could be introduced if desirable. The present study dealt primarily with licit consumption, and any reference to illicit traffic was clearly described as such. He did not think there was any risk of confusion.

The CHAIRMAN noted that the majority of the members of the Committee were not in favour of withdrawing the Secretariat's study. The document had been circulated for information. It was not a report that required to be adopted.

**1228. Opium-smoking among Workers : Resolution adopted by the International Labour Conference at its Twentieth Session (June 1936) and Decision in regard to the Resolution by the Governing Body at its Seventy-seventh Session (November 1936) (continuation) : Draft Resolution submitted by the Representatives of China and France.**

The Committee examined the following draft resolution submitted by the representatives of China and France concerning the resolution adopted by the International Labour Conference, in June 1936 :

" The Advisory Committee on Traffic in Opium,  
" Notes the resolution of the Labour Conference on . . . ;  
" Is in entire agreement with the purpose aimed at by that resolution, which is the abolition of the use of opium for smoking;  
" Considers such a resolution as particularly useful and opportune at a time when the preparatory work for a Convention on the limitation of Poppy Cultivation is beginning. Such a convention in its opinion, while based on this idea, must necessarily contain provisions aiming at a gradual reduction of supplies of raw opium to monopolies."

*Additional Paragraph proposed by the Chinese Representative.*

" Requests the Council to recommend the Governments concerned to give this resolution their serious consideration with a view to its application in their territories where the use of opium for smoking is still authorised, while taking into account the difficulties of a practical nature which might prevent its realisation within the time-limits mentioned."

Dr. DE VASCONCELLOS (Portugal) asked for the deletion of the words " while based on this idea ", in paragraph 4, which implied that the Advisory Committee endorsed the resolution of the International Labour Conference.

The CHAIRMAN thought that the Committee could endorse the fundamental principle of gradual abolition.

M. BOURGOIS (France) said that his original text had not contained the words to which the Portuguese representative objected. He had inserted them in deference to the views of the Chinese representative, in order to make it clear that the future Limitation Convention in its essentials should be based on the principles set out in the resolution of the Labour Conference.

Dr. Hoo Chi-tsai (China) said that the formula in question was intended to be conciliatory. It did not mean that the Advisory Committee was adopting or endorsing every word of the resolution. The Committee was in substantial agreement as regards the main points: limitation of sales; registration; curative centres; laws to prevent licensed smokers from substituting for the use of opium that of opium derivatives, cocaine or any other drug covered by the existing Conventions; and measures to prevent workers from obtaining opium through the illicit traffic. The only point the Committee was not agreed upon was the five-year time-limit and the date for putting those various measures into effect.

M. BOURGOIS (France) thought that, with the possible exception of the five-year time-limit and the closing of registers within twelve months, the points set forth in the resolution of the Labour Conference could very easily be adopted by the countries concerned. He hoped that the Committee would not be content simply to take the points mentioned by the Labour Conference as a guide, but would be prepared to go further.

Dr. DE VASCONCELLOS (Portugal) recalled that he had always expressed doubts regarding registration. The question could, of course, be studied—the Macao authorities were already studying it. But he could not accept or recommend as a basis for the future Limitation Convention a principle with which he was not in agreement. That was why he objected to the phrase " while based on this idea ", which implied acceptance of the principles embodied in the Labour Conference's resolution.

M. YOKOYAMA (Japan) suggested that the text might be toned down by inserting the words " as far as possible " so that the phrase would read: " while based, as far as possible, on this idea ".

M. BOURGOIS (France) objected that the amendment would alter the sense of the resolution.

The CHAIRMAN said that the really important words in the third paragraph of the draft resolution were not those to which the Portuguese representative had objected. If Dr. Hoo did not attach special importance to them, they might perhaps be omitted. The draft resolution, if adopted, would be a valuable basis for the Committee's future work.

Dr. Hoo Chi-tsai (China) said that in point of fact he did attach importance to the words in question, as linking up the Labour Conference's resolution and the future Limitation Conference. He would prefer M. Yokoyama's compromise and the insertion of the words " as far as possible " or perhaps a stronger expression: " to the utmost possible extent ".

Major COLES (United Kingdom) suggested that it would be more in accordance with the views expressed by the Committee if the text were amended to read: " is in agreement (instead of " in entire agreement ") with the purpose aimed at by that resolution, which is the *ultimate* abolition of the use of opium for smoking ".

M. BOURGOIS (France) said that the Committee was certainly in agreement with the abolition of the use of opium for smoking—an obligation dating from 1912.

M. YOKOYAMA (Japan) proposed that, if the Committee did not accept the text of the additional paragraph proposed by the Chinese representative, it should insert the phrase " while taking into account the difficulties of a practical nature which might prevent its realisation within the time-limits mentioned " at the end of the third paragraph after the words " opium for smoking ".

Dr. DE VASCONCELLOS (Portugal) thought that the text of the draft resolution was perfectly clear. He endorsed M. Bourgois' remarks concerning the fourth paragraph.

Dr. Hoo Chi-tsai (China) said that there could be no possible doubt that the object in view—since 1912—was the abolition of the use of opium for smoking.

Major COLES (United Kingdom) said that he would not press for the deletion of the word " entire " or the insertion of the word " ultimate ".

M. DELGORGE (Netherlands) failed to see why the future Limitation Conference should need a resolution of the Labour Conference to achieve its purpose.

*The Committee adopted the text of paragraphs 1 to 4 of the draft resolution, as amended.<sup>1</sup>*

The CHAIRMAN, referring to the additional paragraph proposed by the Chinese representative, said that he was in favour of M. Yokoyama's suggestion to insert the second part at the end of paragraph 3.

Luang BHADRAVADI (Siam) said that the resolution of the Labour Conference had already been communicated to the Governments. It might be assumed that they had given it "their serious consideration". Was it necessary to request the Council to make a recommendation to that effect?

Dr. Hoo Chi-tsai (China) said that his idea had been to add a paragraph to those already adopted. To take only the second part of his text and ignore the first part would weaken his proposal. He agreed with the representative of Siam that the resolution of the Labour Conference had already been communicated to Governments, but thought that it would do no harm to direct their attention to the question again.

M. BOURGOIS (France) said that the Advisory Committee, as a technical body, could very properly support the Labour Conference's resolution, while approaching the question from a somewhat different angle. The drafting of the additional paragraph could be amended to meet the Siamese representative's objection.

Luang BHADRAVADI (Siam) said that he had no objection to the passage as a whole. He endorsed M. Bourgois' remarks.

M. YOKOYAMA (Japan) hoped that the Committee would accept the proposal, subject to an amendment in conformity with the Siamese representative's suggestion.

The CHAIRMAN said that the resolution had already been brought to the notice of Governments, but that there was no objection to the Committee's asking them to consider it.

Dr. Hoo Chi-tsai (China) emphasised the fact that the Committee was not itself communicating the Labour Conference's resolution. He hoped that M. Bourgois might be able to submit an amended text.

*The Committee adjourned its consideration of the resolution pending the establishment of an amended text.<sup>2</sup>*

**1229. Codeine Addiction : Report by the Director of the Opium Traffic Section (document O.C.1695).**

*The Committee took note of the Director's report.*

**1230. Question of the Extension to Paracodeine of the Provisions of the Convention of 1931 for limiting the Manufacture and regulating the Distribution of Narcotic Drugs : Report by the Director of the Opium Traffic Section (document O.C.1691).**

Dr. CARRIÈRE (Switzerland), summarising document O.C.1691, which had just been submitted to the Committee, pointed out that paracodeine and its salts—bitartrate and hydrochloride—were not habit-forming, but that paracodeine could be used to manufacture a real narcotic drug—dihydromorphine, of which paramorfan (already under control) was a salt. Paracodeine should, therefore, be brought under control, but, as things were at present, this was not possible. The 1925 Convention had not provided for the case of an innocuous product being converted into a dangerous drug, and the 1931 Convention could only be extended to substances which were not yet in use when the Convention was signed, which was not the case with paracodeine.

In those circumstances, the Secretariat had been asked to obtain the opinion of the Legal Section on the measures which might be taken to bring paracodeine under the provisions of the Conventions. The Legal Section considered that the simplest solution would be to add to the 1931 Convention an annex bringing paracodeine under the system of partial control adopted in the case of codeine. Dr. Carrière himself also felt that there was no other way of solving the

<sup>1</sup> For the final text of the resolution, see the Report of the Committee to the Council on the Work of its Twenty-second Session, document C.285.M.186.1937 (Ser. L.O.N. P. 1937.XI.4), page 18.

<sup>2</sup> See also page 101.

difficulty and therefore warmly recommended the Committee to agree to the proposal, taking into consideration the Additional Protocol to the 1931 Convention annexed to document O.C.1691. He added that this solution would doubtless be provisional, since the whole problem of codeine, as the Committee was aware, would have to be re-examined to see whether the system of partial control so far applied to codeine should not be replaced by full control.

M. DELGORGE (Netherlands) said that the draft Protocol appeared to make it possible for a country non-party to the Convention itself to adopt the Protocol.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that he would go into the matter with the Legal Section.

**1231. Desomorphine as a Habit-forming Drug : Note by the Director of the Opium Traffic Section (document O.C.1688).**

Dr. CARRIÈRE (Switzerland) recalled that desomorphine was a morphine substitute invented in the United States by Dr. Small, regarding which it had at first been thought that, while it could usefully be substituted for morphine as an analgesic, it had the advantage of not inducing drug addiction. As a result, however, of further investigations made in the United States, the American Government had prohibited the commercial manufacture of this substance, research having shown that it possessed the properties of a real narcotic drug.

A Swiss firm had been dealing with the same question and had manufactured a substance which was said to be chemically identical with the American desomorphine; this substance, used experimentally on human beings, in particular, in a large lunatic asylum, was said to have proved to be almost completely innocuous from the standpoint of drug addiction.

There was thus a complete difference of opinion regarding the properties of desomorphine. Dr. Carrière was not sufficiently qualified to discuss the question, but would point out that the experiments in the United States had been carried out partly on monkeys and that, despite the close relationship between those quadrumanes and man, no definite conclusions could be drawn from such experiments.

In any case, the question had been referred to the Health Committee of the League of Nations, which was asked to open the procedure of enquiry provided for under the 1925 and 1926 Conventions. The Committee had in turn referred the request to the Office international d'Hygiène publique in Paris, whose experts would have to deal both with the American and the Swiss products. They would have to say in the first place whether the two products were identical, and, once that point had been settled, to see whether either or both of them were habit-forming.

Mr. FULLER (United States of America) said that he had been interested in Dr. Carrière's remarks. They might, he thought, be talking about different things. The American representative had never mentioned desomorphine. His remarks and the action of the American authorities had been limited to dihydrodesoxymorphine-D. The substance, prohibited in the United States was dihydrodesoxymorphine-D. The United States Government would be interested to know the decisions arrived at by the Office international d'Hygiène publique. The conclusions reached in the United States in regard to dihydrodesoxymorphine-D were based on experiments on human beings. The preliminary experiments, carried out on animals, had indicated that the drug was not addictive, but the later experiments with human beings had pointed to its addictive potentialities.

Referring to document O.C.1688, which contained the Health Committee's resolution, he pointed out that the Health Committee and the Office international d'Hygiène publique had been asked to consider a proposal from the Advisory Committee which had nothing to do with the Opium Conventions; the proposal was that dihydrodesoxymorphine-D should be treated separately and prohibited in all countries.

The United States had sent specimens of dihydrodesoxymorphine-D to the Health Committee and to the Office international in Paris for examination. He understood that samples of the Swiss desomorphine were also being supplied. The Office international would thus have the necessary material for analysis.

Dr. CARRIÈRE (Switzerland) told Mr. Fuller that there had in fact been a misunderstanding. When reading the American documents, he had not realised that dihydrodesoxymorphine-D was one of the series of desomorphines as Mr. Fuller had kindly explained to him, but that the letter D was a handy abbreviation of the word "desoxymorphine". Mr. Fuller's explanations obviously threw a different light on the question, but it was nevertheless true that the original researches made in the United States dealt with desoxymorphine, which was doubtless a different substance from that now under discussion, and which had been thought to be harmless.

As regards the value of the experiments carried out in the United States, Dr. Carrière had perhaps gone too far in referring only to experiments on monkeys. He knew that some of the experiments had been made on human beings, but as they were rather few (he had only found three mentioned in the documentation placed at his disposal), they could hardly be regarded as conclusive, particularly in view of the results produced by Swiss desomorphine.

There was nothing for the Committee to do for the moment but wait for the result of the enquiry now being undertaken which would have to decide whether the Swiss and American products and their properties were identical. It was to be hoped that the result of this investigation would be decisive, as it would be a curious situation if the manufacture of a substance were prohibited in the United States and at the same time permitted in Switzerland.

Mr. FULLER (United States of America) said that it was satisfactory to know that the matter was about to be examined. He pointed out that another drug, heroin, was permitted in Switzerland and prohibited in the United States.

He desired to submit the following statement :

The Committee will doubtless recall the description, which was presented at its last session, of the work which has been carried on since 1929 in a co-operative effort to develop non-habit-forming substitutes for the habit-forming derivatives of opium. It will be recalled that the organisations co-operating in this work are : the National Research Council, the United States Public Health Service and the United States Bureau of Narcotics; and that the work has been made possible by grants-in-aid from the Rockefeller Foundation to the National Research Council for the study of drug addiction.

It may now interest the Committee to know that, in 1936, three new substances were patented by Dr. Lyndon F. Small, the well known consultant in alkaloidal chemistry, in the course of his work in the co-operative organisation referred to.

The new patents, granted under date of October 27th, 1936, embrace new ethers of morphine and its dihydrogenated derivative dihydromorphine. While specific salts of this substance are mentioned in the patent as illustrative examples of the invention, these are nevertheless only representative of the numerous possible salts commonly employed for medical use, and the use of the basic terms in the claim for patent is interpreted as including all the salts. The invention comprises three new ethers of morphine and dihydromorphine, in which the alcohol hydroxyl group of the parent substances (morphine and dihydromorphine) has been etherised, that is :

- (1) Morphine alcoholic ethyl ether (hetero-codethylin or heteroethylmorphine);
- (2) Dihydromorphine alcoholic ethyl ether (dihydroheterocodethylin, heteroethyldihydromorphine);
- (3) Dihydromorphine alcoholic methyl ether (dihydroheterocodeine).

The new patent was presented to the Secretary of the Treasury on December 1st, 1936, with the object that he should have general supervision over experimental studies with these substances. The expense of patenting was borne by the Federal Government. Presentation of the patent on these substances to the Secretary of the Treasury represents a forward step in the evolution of a new type of social machinery in the United States, a machinery that draws together the primary agencies for public welfare, including government, semi-government and voluntary, which have to do with the solution of a single medico-social problem. It is believed that the presentation of the results of this work to the Government will make easier the handling of the narcotic problem in the United States.

These drugs will be made the subject of study and experimentation with a view to determining their addiction liability and other characteristics. When these studies and experiments have been completed, a further announcement will be made.

Mr. Fuller added that he would give the Secretariat a copy of the patent covering the three drugs in question, so that anyone interested could go into the matter.

Dr. CARRIÈRE (Switzerland) said that the United States representative had been good enough to communicate the chemical formulæ to him. The Committee would wish to congratulate the United States Government, and Dr. Small in particular, on the interesting work which had been done. That work might well bring about a change in the situation in regard to narcotic drugs.

## 1232. Use of Saligenine, Bromsalizol and Cobra Venom to, replace Narcotic Drugs: Statement by the United States Representative.

Mr. FULLER (United States of America) made the following statement :

The Committee having included in its agenda for the present session the consideration of bromsalizol or monobromsaligenin, I asked Dr. David L. Macht about a month ago for such additional data as might be available to supplement that which he had already furnished to the Committee relating to that drug. He was kind enough to write me a letter on the subject, which I will read to the Committee and copies of which I will hand over to the Secretariat.

He also sent me reprints of eight studies on this drug and cobra venom which have appeared in various scientific periodicals. Two sets of these I will hand over to the Secretariat.

It should be understood that I personally can take no responsibility for the statements made in Dr. Macht's letter and these articles. They are understood to present the views of well-known and responsible scientific investigators and are presented to the Committee as illustrative of the paths which are being followed in the United States in searching for non-habit-forming medicaments to replace the dangerous derivatives of opium and of the coca leaf.



The United States representative read Dr. Macht's letter, the essential points of which are reproduced below :

Dr. Macht wrote with regard to bromsalizol that he was sending reprints of a paper recently published by himself and Dr. Mayo, being the report of a clinical study of the drug as used in treatment of pains accompanying chronic arthritis of various patients in the Home for Incurables, Baltimore. The drug had proved valuable in a certain percentage of such cases. Of much greater significance, however—Dr. Macht stated—were his recent experiences with cobra venom. He had continued his studies on the effects of cobra venom injections in the treatment of pain. The investigation was not conducted by him alone, but was carried on for the most part by physicians and surgeons to whom he had supplied the drug, with advice regarding its pharmacological properties and therapeutic dosage. The claim originally made for cobra venom in the paper which he had read before the National Academy of Science was still upheld. The drug was undoubtedly efficient in relieving the intractable pains attending advanced malignant cancer in many cases. It was particularly effective in patients suffering from cancer of the bone, a disease accompanied by excruciating pain. That finding had prompted him to extend his therapeutic observations and study the effect of cobra venom injections on the severe pain of non-malignant diseases, and particularly on chronic arthritis. He had already obtained a number of favourable reports regarding the relief effected by the drug in such cases, some of which had responded but little to other drugs such as antipyretics and opiates. One of the most interesting findings made in that connection concerned the dosage and frequency of administration of the drug. It had been found that, although several injections of cobra venom, given respectively on several successive days, were required to induce analgesia or relief of pain, the patient might be kept comfortable thereafter with two doses of the drug a week. He repeated his original statement to the effect that no untoward symptoms such as those of addiction, had been observed to succeed administration of cobra venom.

He referred also to the successful use of a new cough remedy, which to a certain extent could be substituted for narcotic sedatives. The two active ingredients of the remedy were a mercurial antiseptic, known as merodicein, and saligenin, or hydroxy benzyl alcohol, a harmless local anæsthetic. When applied to the mucous membrane of the throat, saligenin anæsthetised the sensory nerve endings and thus prevented coughing due to local irritation of the throat. The swallowing of merodicein or saligenin by tubercular patients was not followed by any systemic reaction. Coughing could be controlled in a large measure by using the new remedy—known as Thantis lozenges—in place of more powerful cough preparations containing opium or cocaine derivatives.

The United States representative thought that medical members of the Committee might be interested in going into details.

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#### TWENTY-THIRD MEETING (PUBLIC).

*Held on Wednesday, June 9th, 1937, at 3.30 p.m.*

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*Chairman : Dr. CHODZKO (Poland).*

#### 1233. Treatment of Cancer with Céphalin and Serum : Memorandum by Professor Kazimierz Pelczar, communicated to the Committee by Dr. Chodzko, Representative of Poland (document O.C.1702).

The CHAIRMAN reminded his colleagues that, for some years, the Committee had had on its agenda the question of replacing the narcotic drugs used for analgesic purposes by other medicaments. Claims had recently been made in regard to the value of cobra venom for such purposes, but when tested in Poland on cancer cases, for instance, the venom had proved to be a rather ineffective analgesic.

The Committee would find in the document submitted a detailed report on a new substance called "cephalin", which was being manufactured on a large scale by the Landshoff and Meyer Chemical Works, Berlin-Grünau, from a formula supplied by Professor Pelczar of the University of Wilno. He did not propose to dwell on the technical part of the report, and would merely draw attention to the statement in the penultimate paragraph on page 2 to the effect that :

*"The general condition of the patients and the state of the blood improved to a marked extent. There is a diminution of pain which enables drugs to be almost entirely dispensed with."*

From the Annex on page 4 of the same document, it would be seen further that, under the influence of cephalin injections, the degree of narcosis resulting from the administration of ether to white mice differed widely according to the amount of the dose and that : "In the course of a large number of experiments carried out over a period of years on cancer patients, it was ascertained that a daily dose of up to 4 c.c. of cephalin solution (standard solution of the Landshoff and Meyer

Chemical Works, Berlin-Grünau) is an excellent remedy, *both lessening pain and improving the patient's general condition*. These favourable analgesic effects of cephalin must be kept in the forefront, especially in serious cases where patients are compelled to remain permanently in bed. The treatment can be prolonged for months, in combination with the administration of euglobulin taken from cancer patients. The amount of cephalin administered is approximately 1 c.c. for every 5-8 kg. of the patient's weight. Should this treatment prove insufficient, analgesics should be added from time to time, such as cibalgine, novalgin or phenacetin, with pyramidon, in small quantities not exceeding 0.5 once a day. In the case of very restless patients, an injection of 0.007 to 0.01 of pantopon, combined with 1 c.c. of camphorated oil at 10 %, should be given at the beginning of the treatment. Should bone metastases occur, or in cases of the advanced alkalosis which is often found among cancer patients, a plentiful supply of calcium should be injected intravenously, in the form of CaCl. This method of treatment should generally be applied simultaneously with Roentgen rays; it has proved outstandingly satisfactory and effective, even in desperate cases."

When attending the Cancer Congress at Wilno in December 1936, the Chairman had visited Professor Pelczar's Institute, to which only inoperable cases were admitted. He had been struck by the placidity and tranquillity of the patients, which contrasted very forcibly with the heart-rending scenes usually witnessed in such hospitals. When he enquired the reason, Professor Pelczar assured him that morphine was entirely prohibited in the Institute and that the results obtained were mainly due to the use of cephalin; only in a few cases of very restless patients did injections of pantopon have to be given in addition. In reply to a telegraphic enquiry, the Chairman had just been informed by Professor Pelczar that cephalin was colamin phosphatide and was isolated from brain matter. Tests, of course, would have to be made over a longer period, but the administration of cephalin in Professor Pelczar's Institute had already met with some success.

At the Chairman's request, the Berlin Chemical Works already mentioned had supplied him with a number of samples which he placed before the Committee. If it were proved that cephalin gave really satisfactory results, it might be possible to dispense entirely with the use of morphine. As M. de Vasconcellos and other members of the Committee could testify, the use of narcotics in such cases weakened the heart and induced nervous symptoms. It was therefore exceptionally important to investigate the possibilities of the new substance in question.

Dr. DE VASCONCELLOS (Portugal) thanked the Chairman, on behalf of the Committee, for having obtained such an interesting and valuable report, which suggested that it might eventually be possible to abolish the use of narcotic drugs for therapeutic purposes. He could confirm the injurious effects on the heart and nervous system of the narcotic drugs commonly administered in cases of cancer. There were, of course, different kinds of cancer, some curable by X-ray treatment and others incurable. It might well be that injections of cephalin, combined with the application of X-rays, would help to alleviate cases of incurable cancer.

M. CARNOY (Belgium) asked whether cephalin was an analgesic for general use or specifically for cancer only. Was its use followed by other beneficial results?

The CHAIRMAN drew attention again to the passage which he had quoted from page 2 of the document submitted. Cephalin was an organic not a narcotic medicament, and the analgesis which it produced was an additional effect.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) asked whether the Chairman had any objection to the report and his supplementary observations being circulated to Governments and other interested circles, in view of the extreme importance attaching to the subject.

Dr. DE VASCONCELLOS (Portugal) supported the suggestion made by the Director.

The CHAIRMAN said that he would be extremely gratified if the Committee endorsed the Director's suggestion.

*M. Ekstrand's proposal was adopted.*

**1234. Opium-smoking among Workers : Resolution adopted by the International Labour Conference at its Twentieth Session (June 1936) and Decision in regard to the Resolution by the Governing Body at its Seventy-seventh Session (November 1936) (continuation) : Examination and Adoption of the Revised Text of the Draft Resolution submitted by the Representatives of China and France (document O.C.1706(1)).**

The following revised text of the resolution submitted by the representatives of China and France was read :

" The Advisory Committee on Traffic in Opium,

" Notes the resolution adopted by the International Labour Conference at its twentieth session (June 1936) on the subject of opium-smoking by workers;

"Is in entire agreement with the purpose aimed at by that resolution, which is the abolition of the use of opium for smoking;

"Considers such a resolution to be particularly useful and opportune at a time when the preparatory work for a convention on the limitation of poppy cultivation is beginning. In its opinion, such a convention, while based on this idea to the utmost possible extent, must necessarily contain provisions aiming at a gradual reduction of supplies of raw opium to monopolies;

"Requests the Council to draw the attention of the Governments concerned to the recommendations embodied in this resolution with a view to their application in the territories in which the use of opium for smoking is still authorised, while taking into account the practical difficulties which might prevent its realisation within the time-limits mentioned."

M. DELGORGÉ (Netherlands) strongly objected to the implication in the last paragraph of the resolution that the Governments concerned were not doing their duty. The Netherlands Government, at any rate, had already tried or considered all the measures recommended in the International Labour Conference's resolution and had no need of such reminders.

M. BOURGOIS (France) pointed out that the resolution was not intended to apply to Governments which had already endeavoured to introduce reforms. Similar resolutions were adopted at every session of the Advisory Committee, but he would welcome any amendment which would make the paragraph acceptable to the Netherlands representative, as unanimity on the resolution was highly desirable.

Dr. Hoo Chi-tsai (China) said that the paragraph in question had already been considerably toned down and he was surprised that there should still be objections to it.

RUSSELL, Pasha (Egypt) suggested the insertion at the beginning of the paragraph in question of the phrase "while mindful of the efforts made by many countries towards the object in view".

*The amendment proposed by Russell Pasha was adopted.*

Dr. Hoo Chi-tsai (China) drew attention to the inadequacy of the English translation of the second sentence in the fourth paragraph of the resolution.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) proposed that the sentence should be amended to read :

"... in its opinion, such a convention, which should, to the greatest possible extent, take into account the principles of the resolution, must necessarily ... monopolies."

*The text proposed by M. Ekstrand was adopted.*

*The draft resolution as amended was adopted.<sup>1</sup>*

#### **1235. Minimum Rules recommended for Effective Control of Pharmacies : Text prepared by the Sub-Committee appointed on May 31st, 1937<sup>2</sup> (document O.C.1632(c)).**

M. DELGORGÉ (Netherlands), Rapporteur, submitted the draft Rules prepared by the Sub-Committee. The latter's efforts had been directed to framing the minimum standard rules which would be acceptable to all Governments.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) proposed that the French text of the concluding phrase in the last paragraph of section II (c) should be amended to read :

"... ainsi que de la possibilité d'obtenir des livraisons supplémentaires si des circonstances spéciales le justifient."

*The Rules as amended were adopted.<sup>3</sup>*

The CHAIRMAN congratulated the Rapporteur on the valuable work accomplished by the Sub-Committee.

#### **1236. Abuse or Forgery of Medical Prescriptions : Report of the Sub-Committee appointed on May 31st, 1937<sup>3</sup> (document O.C.1675(a)).**

M. DELGORGÉ (Netherlands), Rapporteur, submitted the Sub-Committee's report on this subject.

<sup>1</sup> For the final text of the resolution, see the Report of the Committee to the Council on the Work of its Twenty-second Session, document C.285.M.186.1937.XI (Ser. L.O.N.P. 1937.XI.4), page 18.

<sup>2</sup> See page 51.

<sup>3</sup> For the text of the rules, see Annex 3 to the Report of the Committee to the Council on the Work of its Twenty-second Session, document C.285.M.186.1937.XI, page 33.

Mr. FULLER (United States of America) said he had taken this matter up with the governing authorities of the leading pharmaceutical associations in the United States and, on the basis of the information supplied by those bodies, had prepared a statement which contained certain additional data on the subject and which he would ask the Secretariat to distribute to the Committee (document O.C.1675(b)). He fully supported the conclusions of the Sub-Committee's report.

*The conclusions of the report were adopted.*<sup>1</sup>

**1237. Report of the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention on the Work of its Sixth Session (document O.C.1703(1)).**

*Section I.*

M. HURTADO (Spain) informed the Committee that he had communicated with his Government and was now authorised to state that a reply would shortly be sent to the Advisory Committee's questionnaire explaining the position of Spanish nationals in China.

Similar undertakings having been given by the representatives of Belgium and Portugal, the Committee decided to delete the last sentence in the last paragraph of section I reading :

"The Secretariat was asked to approach the Governments of Belgium, Spain and Portugal in order that the replies of these Governments might be received";

and to amend the second sentence to read :

"The representatives of Belgium, France, Portugal and Spain stated that their Governments would forward their replies in the immediate future."

*The report, as amended, was adopted.*<sup>2</sup>

M. YOKOYAMA (Japan) wished in this connection to give a brief statement of his Government's views on the situation in the Far East, particularly in North China, as set out in a telegraphic report which he had just received from Tokio.

The Tokio authorities, to whom he had sent a summary of the Advisory Committee's discussions on the subject, considered that some of the statements made were much exaggerated, particularly as regards the extent of the clandestine manufacture of heroin. The statements in question would seem to have been based on estimates of the output of acid acetic anhydride. It would, for instance, be interesting to know how Mr. Fuller had arrived at his estimate that the amount of heroin thus manufactured would cover world consumption some eighteen to twenty times.

The Japanese Government also laid particular emphasis on the very special conditions prevailing in the area concerned. The Japanese local authorities were doing their best to improve that situation, and particularly to assist Koreans engaged in these doubtful occupations to find other means of livelihood.

Finally, the Tokio authorities would like the Advisory Committee to credit them with a genuine desire to combat the illicit traffic, and in that connection pointed out that the "Manchukuo" Government was contemplating the introduction of legislation on narcotic drugs similar to the law already in force for opium and providing for equally severe penalties.

Mr. FULLER (United States of America) had been unable to find in the Committee's records any such reference as that attributed to him by the Japanese representative. He had, however, drawn attention to the fact that the amount of heroin produced at a factory at Kalgan was sufficient to cover world requirements of heroin fifteen times. That factory employed some 170 workers and produced 50 kilogrammes of heroin daily. His information was derived from reliable sources in Kalgan.

He had based none of his calculations this year on the amount of acid acetic anhydride imported, as China herself was now manufacturing that substance. He would, however, point out that according to the returns of the Chinese Maritime Customs for ports at which there was no outside interference, some 31 tons of acid acetic anhydride had been imported in 1935, of which 26 tons came from Japan and that, in 1936, the corresponding figures were 46 tons and 36 1/2 tons respectively. Those figures would have justified the conclusion that sufficient heroin was being produced to cover world requirements thirty or forty times over, but, as he had already said, in view of the fact that China herself was manufacturing acid acetic anhydride, he had refrained from drawing any such conclusion.

The CHAIRMAN thanked M. Yokoyama for his statement which proved that the Japanese Government was paying close attention to the Advisory Committee's proceedings, and was prepared to react promptly and sympathetically to the Committee's recommendations.

<sup>1</sup> The conclusions of the Sub-Committee's report are embodied in the Report of the Committee to the Council on the Work of its Twenty-second Session, document C.285.M.186.1937.XI, page 15.

<sup>2</sup> For the final text of the report, see Annex 2 to the Report of the Committee to the Council on the Work of its Twenty-second Session, document C.285.M.186.1937.XI, page 31.

**1238. Situation in the Far East : Examination and Adoption of the Draft Resolution submitted by the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention (document O.C.1704).**

The Committee examined the following draft resolution submitted by the Permanent Sub-Committee for the application of Chapter IV of the Hague Convention, in accordance with the Committee's decision of June 3rd, 1937 :<sup>1</sup>

"The Advisory Committee,

"Recalling the resolution adopted at its twenty-first session concerning the serious situation existing in China as regards clandestine manufacture and the illicit traffic in narcotic drugs;

"Having at its present session received information from various members of the Committee, including the representatives of China, the United States of America, Canada and Egypt, which indicated that, while the situation in China shows that the efforts of the Chinese Government have brought about improvement in that country, the situation in those regions which are under Japanese influences has deteriorated to an alarming extent since the last session;

"Considering that the existing situation constitutes a very real danger, not only to the peoples of these regions, but also to the whole world, and cannot be allowed to continue :

"Notes with satisfaction the statement by the representative of Japan to the effect that all efforts are being made by the Japanese Government to remedy the position so far as lies within its power, and particularly that steps are being taken to provide severe penalties for drug trafficking;

"Relies on the Government of Japan to take immediate and effective steps to put an end to clandestine manufacture and drug trafficking carried on by Japanese subjects in China and especially in those parts of China which are particularly affected by the illicit traffic;

"Appeals to the Governments of China and Japan to establish close co-operation in the above-mentioned regions for the purpose of combating clandestine manufacture and the illicit drug traffic;

"Requests those Governments and all other interested Governments to furnish the Committee with official and full information concerning further developments in the situation in respect of illicit traffic and clandestine manufacture;

"Recommends that the Council should communicate officially to the Governments of China and Japan and to the other interested Governments, through the Secretary-General, the Minutes of the Advisory Committee's discussion on the situation in the Far East at its sitting on . . . with the request for the observations of these Governments on the facts disclosed by the discussion;

"Considering, further, that the absence of official information as regards poppy cultivation, clandestine drug manufacture and use of opium and drugs in Manchuria and Jehol ("Manchukuo") seriously hampers the Committee in its efforts to deal with the situation;

"Asks in particular the Japanese Government and also all other interested Governments to provide the Advisory Committee with any available official information in this respect concerning Manchuria and Jehol ("Manchukuo") before the next session of the Committee."

M. YOKOYAMA (Japan) proposed a number of textual amendments designed to bring the French text into closer harmony with the original English.

Dr. Hoo Chi-tsai (China) recalled that at any early stage of the discussion he had pointed out that China's co-operation was not always indispensable to Japan (in Tientsin, for instance) and that China was always prepared to give tangible proof of her desire to co-operate.

He did not think that the simultaneous appeal made in paragraph 7 of the resolution to both countries conveyed a correct impression of the real situation and, therefore, suggested that the words "in the above-mentioned regions" should be amended to read "wherever this is necessary".

M. YOKOYAMA (Japan) agreed to the amendment proposed.

*The amendment proposed by Dr. Hoo Chi-tsai was adopted.*

*The draft resolution as amended was adopted.*<sup>2</sup>

**1239. Supply of Narcotic Drugs to Foreign Ships in the Ports of Another Country : Question raised by the Norwegian Government : Note by the Director of the Opium Traffic Section (document O.C.1699).**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) referred the Committee to the passage dealing with this subject in his progress report (document O.C.1682)<sup>3</sup>

<sup>1</sup> See page 68.

<sup>2</sup> For the final text of the resolution see the Report of the Committee to the Council on the Work of its Twenty-second Session, document C 285.M.186.1937.XI (Ser. I, O.N. P. 1937.XI.4), page 9.

<sup>3</sup> See Annex 2, page 137.

and to the note now before the Committee which described the United Kingdom legislation and practice in the matter of the supply of narcotic drugs to foreign ships lying in the ports of another country. The question, it would be recollected, had been raised by the Norwegian Government which was anxious to have a clear ruling as to its obligations in regard to import and export certificates. M. Ekstrand would be glad to know whether the Advisory Committee endorsed the views expressed by the United Kingdom representative and set out on page 2 of the document submitted.

Colonel SHARMAN (Canada) assumed that, as the Committee had only just approved minimum standard rules for the effective control of pharmacies, it would not wish to depart immediately from those rules. In Canada, the practice was to affix a notice in the harbour authorities' offices pointing out that ships' masters could replenish their supplies of narcotic drugs by applying to a medical officer selected by the port authorities who, for a very small fee, issued the necessary prescription, which would then be dispensed by any druggist. It had in practice been found that very small quantities of drugs were thus dispensed and no difficulties had been encountered.

Major COLES (United Kingdom) had nothing to add to the information already communicated, except perhaps that he had been surprised to find from his enquiries from port medical officers in the United Kingdom that the latter had very few occasions indeed to issue such prescriptions.

Mr. FULLER (United States of America) referred the Committee to page 2 of his Government's annual report for 1935,<sup>1</sup> where it would be seen that the system applied in the United States of America was almost identical with British practice. A ship's master wishing to replenish his stocks of narcotic drugs went to the nearest office of the United States Public Health Service, which issued the necessary order on a chemist. The quantity procured was limited by the estimated amount which the ship would require for returning to its home port by the ordinary route.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) had already informed the Norwegian authorities of the United Kingdom's legislation and practice on this subject. He inferred that he could now inform the Norwegian Government that the Committee endorsed that practice.

Major COLES (United Kingdom) suggested that it might be pointed out also that a similar procedure was followed in Canada and the United States of America and found perfectly satisfactory.

*The suggestions of M. Ekstrand and Major Coles were approved.*

#### **1240. Examination of the Report of the Sub-Committee on Cannabis on the Work of its Third Session (document O.C.1707).**

Mr. FULLER (United States of America), Chairman of the Sub-Committee, submitted and commented on the latter's report.

The CHAIRMAN, after thanking the United States representative, and M. de Myttenaere, Assessor, for their valuable assistance, asked the Committee to take a decision concerning the recommendations made in the concluding paragraphs of the report to extend certain invitations to experts.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the invitation to Dr. Bouquet to attend the Committee's next session would be subject to the approval of the Secretary-General.

*The Sub-Committee's recommendations were adopted.<sup>2</sup>*

#### **1241. Preparatory Work for a Conference to consider the Possibility of Limiting and Controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (continuation): Decisions taken by the Advisory Committee on the Basis of its Discussions as a Preparatory Committee.**

Major COLES (United Kingdom) reported as follows :

The Advisory Committee has now to take certain decisions regarding the preparatory work for a conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium.

<sup>1</sup> Document O.C./A.R.1935.102.

<sup>2</sup> For the text of the report see Annex 4 to the Report of the Committee to the Council on the Work of its Twenty-second Session, document C.285.M.186.1937.XI (Ser. L.o.N. P. 1937.XI.4), page 34.

The Committee, at the last public meeting at which this question was discussed,<sup>1</sup> decided to resolve itself into a special committee meeting in private session, in order to examine the material placed at its disposal by Governments or collected by the Secretariat, and it is perhaps fitting that I should now give a brief summary of what the special Committee has done.

The Committee has made a preliminary examination of a considerable body of statistical information and a series of studies and commentaries prepared by the Secretariat. It has, in particular, examined tables prepared by the Secretariat, showing figures relating to the production, consumption, export and stocks of raw opium. It has also had before it an interesting memorandum on the progress made in certain producing countries with the replacement of the opium poppy by other crops and it has heard an important statement from our Chairman concerning new process used in Poland for the extraction of alkaloids direct from the poppy plant.

The statistical information examined by the Committee was based on the replies of Governments to the special questionnaire concerning raw opium, on the published statistics of the Permanent Central Opium Board, on the annual reports of Governments on traffic in opium and other dangerous drugs, and in default of these specific sources, on official statistics of the countries concerned.

The special Committee observed that these figures must in important respects be completed and revised. Any conclusions to be drawn from them must, for example, be interpreted in the light of the fact that figures relating to the production of raw opium in China—available only for the years 1934 and 1935—had been excluded from consideration; that there was no information available regarding the production, consumption, stocks or exports of raw opium from Afghanistan, Manchuria or Jehol; that there as yet existed no sure basis of comparison between the amounts of raw opium grown or harvested, those used for different purposes and those held in stocks in the different countries owing to the wide variations in morphine content and consistency.

Certain broad conclusions were drawn from this material to which, as Rapporteur, I propose to refer in the draft report to the Council, which will be submitted for your approval at a later stage.

The conclusion which I would emphasise at this moment is the necessity of completing and revising the material available to the Committee. The gaps in our statistical information will have to be filled before any further steps can be taken, and Governments should be asked to assist the Secretariat in filling these gaps. Meanwhile, the Secretariat would be instructed to continue its studies of certain specific problems.

The Committee is accordingly invited to take the following decisions :

- (1) That the Secretariat shall continue its preparatory work, as indicated above;
- (2) That the Secretariat, on completing the necessary material and studies, should prepare for the Committee a document containing an outline of the general principles on which a convention for limiting and controlling the cultivation of the opium poppy and the production of raw opium might be based;
- (3) That this material and draft principles shall be communicated to members of the Advisory Committee as early as possible next year with a view to its consideration by the Advisory Committee at its next session;
- (4) That for the purpose of examining this completed material and draft principles, the Committee shall continue to regard itself as a preparatory committee for the general conference;
- (5) That the Committee, sitting as a preparatory committee, shall have recourse, if and when necessary, to the assistance of experts, who will be invited to attend its meetings;
- (6) That the proposed meeting of the Advisory Committee, sitting as a preparatory committee, shall be held, not later than Monday, May 23rd, 1938.

Major Coles trusted that his report was an accurate representation of the Preparatory Committee's decisions.

Dr. DE VASCONCELLOS (Portugal) seconded the proposals made by the United Kingdom representative which, though differing in detail, were in general a reaffirmation of the views which he had expressed at the Fifth Committee of the Assembly.

Colonel SHARMAN (Canada), while fully supporting the proposals advanced by the United Kingdom representative, asked that Peru should be added to the list of countries from which no information was available regarding production, consumption, stocks or exports of raw opium.

*Colonel Sharman's proposal was adopted.*

*The Committee adopted the report and proposals of the United Kingdom representative.*

The CHAIRMAN thanked the Rapporteur for his admirable report and expressed satisfaction with the results obtained.

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<sup>1</sup> See page 66.

**1242. Statistical Returns from the Government of Haiti for the Year 1935 : Communication from the Permanent Central Opium Board.**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said he had been asked by the Secretary of the Permanent Central Opium Board to inform the Advisory Committee that the Government of Haiti, which was a party to the 1931 Convention, had made no statistical return for 1935. He suggested that the Committee should authorise the Secretariat to send a letter reminding the Haitian authorities of their obligations under the Convention in question.

*M. Ekstrand's proposal was adopted.*

**1243. Illicit Traffic : Notification by the Latvian Government of its desire to receive only the Quarterly Summary of Seizure Reports.**

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read a letter received from the Latvian authorities intimating that they no longer wished to be supplied with special reports for each individual seizure and would be satisfied if they continued to receive the ordinary quarterly summary. Latvia, it was pointed out, was not greatly troubled by the illicit traffic and very few seizures were recorded in its territory.

*The Committee took note of this communication.*

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**TWENTY-FOURTH MEETING (PUBLIC).**

*Held on Thursday, June 10th, 1937, at 10.30 a.m.*

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*Chairman : M. DELGORGE (Netherlands), Vice-Chairman.*

**1244. Adoption of the Minutes of the First Twelve Meetings of the Session.**

*The Advisory Committee approved the Minutes of the first twelve meetings, subject to the inclusion therein of amendments submitted by the members of the Committee, and approved by the Committee.*

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**TWENTY-FIFTH MEETING (PUBLIC).**

*Held on Friday, June 11th, 1937, at 10.30 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

**1245. Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-second Session (document O.C.1708).<sup>1</sup>**

Major COLES (United Kingdom), Rapporteur, in submitting his draft report, trusted that all essential points had been included and adequately dealt with in the document now before the Committee. He had confined himself to recording the results of the Committee's work without singling out individual contributions, except in Section II (Situation in the Far East) where the actual statements of members of the Committee were summarised.

**INTRODUCTION.**

The CHAIRMAN suggested the inclusion in the Introduction of a reference to the tribute paid by him to the late Mr. John D. Rockefeller.

*The Chairman's proposal was adopted.*

**PRELIMINARY REMARKS.**

At the suggestion of the Portuguese representative, the Committee decided to amend the first paragraph of this Chapter of the report, so as to include clandestine manufacture among the important questions singled out for special mention.

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<sup>1</sup> For the final text of the report, see document C.285.M.186.1937.XI (Ser. L.O.N. P. 1937.XI).



M. DELGORGE (Netherlands) proposed the inclusion of Egypt among the countries mentioned in the first sentence of the following paragraph.

*M. Delgorge's proposal was adopted.*

## I. ILLICIT TRAFFIC.

### (b) *Measures to prevent and detect the Clandestine Manufacture of Narcotic Drugs.*

At the CHAIRMAN's request, the Committee decided to omit the following sentence at the end of the first paragraph of the draft report :

"The representative of Poland also made an interesting statement to the Committee, informing it that although no cases of clandestine manufacture had occurred in Poland, the Polish authorities had established a special branch of the police to deal with the clandestine manufacture and illicit use of narcotic drugs."

### (c) *Enquiry into the Manufacture and Use of Acid Acetic Anhydride.*

Mr. FULLER (United States of America) proposed that the following sentence be added at the end of this section of the report :

"The Committee continues to feel, however, that, when there is observed a considerable movement into or manufacture of acid acetic anhydride within a country in which industries do not exist which normally use the substance, it would be well to investigate the use to which the acid acetic anhydride is being put."

*The text proposed by Mr. Fuller was adopted.*

### (d) *Statistics relating to the Import of Caffeine.*

On the suggestion of Colonel SHARMAN (Canada), the Committee decided to insert in the second sentence of the third paragraph the words "and territories" after the word "countries".

Dr. DE VASCONCELLOS (Portugal) pointed out in this connection that, while he had no objection to the reference to Macao, the seizures made were very insignificant and there was no manufacture of heroin pills in the territory.

### (e) *Penalties imposed for Offences connected with the Illicit Traffic.*

M. TELLO (Mexico) proposed that the concluding sentence in the first paragraph reading " . . . existing penalties had recently been increased . . . " should be amended to read " . . . existing penalties are soon to be increased in his country."

*The amendment proposed by M. Tello was adopted.*

Dr. HOO CHI-tsai (China) pointed out, with reference to the concluding phrase in the first sentence of the following paragraph, that no complaint had been made of any lack of uniformity or consistency in the Japanese regulations applying to illicit traffic. The point was that the penalties applied were consistently too low.

*The Committee decided to amend the phrase accordingly.*

M. YOKOYAMA (Japan) proposed the deletion of the following sentence at the end of the second paragraph as the legislation in question was still only under consideration : "Measures were also being taken to frame the necessary legislation on a uniform basis."

*M. Yokoyama's proposal was adopted.*

### (g) *Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic and Supervision in the Larger Seaports.*

Colonel SHARMAN (Canada) pointed out that the last phrase of paragraph 3 should read : "on each of its vessels in the Pacific three masters at arms . . .".

*The text proposed by Colonel Sharman was adopted.*

## II. SITUATION IN THE FAR EAST.

### (a) *General.*

Major COLES (United Kingdom), Rapporteur, proposed to add at the end of the first paragraph a sentence reading somewhat as follows : "The information supplied is so important that it is reproduced in some detail."

*The amendment proposed by Major Coles was adopted.*

I. *Summary of Statement by Representative of China.*

Dr. HOO Chi-tsai (China) pointed out that he had submitted an amplified version of the passage in the Minutes on which the first paragraph of this section was based. The second sentence of that paragraph should, therefore, be amended to read :

“No new principles had been introduced into the legislation during the year under consideration, but certain regulations had been supplemented and amended in the light of the experience gained.”

Chinese regulations, he emphasised, had never been at variance with the provisions of the 1931 Convention. In the second paragraph, also, the word “more” should be inserted before “effective control” and the words “rail and” before the word “road”.

*The amendments proposed by Dr. Hoo Chi-tsai were adopted.*

M. YOKOYAMA (Japan) proposed to modify the words “not occupied by foreign troops” in the first sentence of the same paragraph to read “in those parts of China under foreign control”.

*The amendment proposed by M. Yokoyama was adopted.*

Dr. HOO Chi-tsai (China) asked for the concluding sentence in the third paragraph of this section to be amended to read “In 1935 over 300,000 addicts had been treated in the hospitals.”

The sixth paragraph summarising the 1936 report of the Shanghai International Settlement should be amplified to show that, while there had been an improvement as regards clandestine manufacture and sale of heroin and red pills among the Chinese population, the situation as regards Korean traffickers had considerably worsened, and that a similar situation prevailed in the rest of China.

Major COLES (United Kingdom), Rapporteur, after reading the original text of the Shanghai International Settlement's report dealing with this subject, agreed to modify the paragraph as suggested by the Chinese representative.

2. *Summary of Statement by the Representative of the United States of America.*

Mr. FULLER (United States of America) pointed out that the last sentence of the first paragraph of this section reading “It had been estimated that the production of the crop for the year 1936/37 . . .” should be amended to read : “It had been estimated that the production for the crop year 1936/37 . . .”

3. *Summary of Statement by the Representative of Egypt.*

RUSSELL Pasha (Egypt) proposed to modify the end of the third sentence of the third paragraph of this section reading “200 heroin factories” to read “200 illicit heroin laboratories”. In the next sentence the word “illicit” should be inserted before “manufacture”.

*The amendments proposed by Russell Pasha were adopted.*

5. *Summary of Statement by the Representative of Japan.*

M. YOKOYAMA (Japan) wished a sentence to be inserted after the words : “Japan was not lacking in good faith,” reading as follows :

“The Japanese representative considered that much of the information supplied to the Committee was exaggerated, particularly as regards the quantity of heroin manufactured clandestinely.”

He would also like to add in the summary a general reference to the telegram he had received from his Government confirming the statements made. He suggested that use might be made in that connection of the relevant passage from the Information Section's communiqué, but without including any details.

The last sentence of the third paragraph of the summary reading “the solution of the drug problem would be possible only when peace and tranquillity had been restored” should be amended to read : “. . . the solution of the drug problem would be greatly facilitated by the restoration of peace and tranquillity”.

Finally, he would like to see a reference inserted in the summary emphasising that the Japanese Government had no wish to protect or encourage the illicit traffic, and that it was most anxious to promote commercial relations with China. Such a statement, he believed, would have the effect of convincing Japanese public opinion that severer penalties were required for breaches of the opium or narcotic drugs regulations.

Major COLES (United Kingdom), Rapporteur, undertook to give effect to the suggestions made by the Japanese representative, and to set out in separate sub-sections the respective statements of the members of the Committee.

Dr. Hoo Chi-tsai (China) asked for the insertion before the resolution of the following passage :

"The representative of China was unable to accept the explanations given by the representative of Japan regarding political and geographical conditions. He brought out the fact that progress had been made by the Chinese Government in all parts of China where Japanese influence did not make itself felt and that the position in the other foreign Concessions at Tientsin had by no means the same alarming character as the position in the Japanese Concession ".

### III. CONSIDERATION OF ANNUAL REPORTS FOR 1935.

Dr. Hoo Chi-tsai (China), referring to the last sentence in the eighth paragraph reading as follows : " In her report for 1935, China gave for the first time statistics of the area under poppy cultivation ", pointed out that statistics of the area under poppy cultivation were first issued in 1935 solely because the new law on the subject only came into force in the previous year. He would prefer the sentence to read : " . . . China gave information on the new law regarding cultivation of the opium poppy ".

Major COLES (United Kingdom), Rapporteur, accepted the proposed amendment.

M. DELGORGÉ (Netherlands) referring to the first sentence in the ninth paragraph, pointed out that the Netherlands Government had introduced the registration and rationing system before the Bangkok Agreement was signed in 1931.

*The Committee decided to amend the words : " introduced as a result of the Bangkok Agreement of 1931 ", to read : " recommended by the Bangkok Conference of 1931 ".*

#### *Co-operation with the Countries of Latin America.*

M TELLO (Mexico) wished to have the first sentence of the second paragraph amplified by a reference to his own suggestion that the mission in question should, if possible, be extended to all countries of Latin America.

Major COLES (United Kingdom), Rapporteur, undertook to add a sentence to the effect suggested by the Mexican representative.

*The continuation of the discussion was adjourned to the next meeting.*

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### TWENTY-SIXTH MEETING (PUBLIC).

*Held on Friday, June 11th, 1937, at 3.30 p.m.*

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*Chairman : Dr. SRODZKO (Poland).*

#### **1246. Question of printing the Minutes of Private Meetings and the Progress Report by the Secretary.**

*The Advisory Committee decided to print the Minutes of its first meeting held in private, at which the election of the Chairman, Vice-Chairman and Rapporteur took place.*

*The Committee decided not to print the Minutes of the private meetings at which it sat as a Committee to examine the preparatory documentation for a Conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium.*

*It decided to print the Progress Report by the Secretary as an annex to the Minutes (see Annex 2, page 120).*

1247. Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-second Session (continuation) (document O.C.1708).<sup>1</sup>

IV. OPIUM CONVENTIONS.

(b) *Application of the Conventions.*

3. *Desomorphine as a Habit-forming Drug.*

Mr. FULLER (United States of America) pointed out that the total prohibition imposed by the United States Government applied not to desomorphine but to dihydrosesoxymorphine-D.

He understood that, as a result of the discussions at its twenty-first session, the Advisory Committee had wished samples of the American drug to be sent both to the Health Committee and to the Office international d'Hygiène publique in Paris. That had been his legal basis for asking the United States Government to send samples to Paris.

Major COLES (United Kingdom), Rapporteur, referred to the Advisory Committee's report to the Council on the work of the twenty-first session, which contained the following passage :<sup>2</sup>

" The Committee, noting that the drug came under the provisions of Article 11 of the Limitation Convention, decided to send the statement of the American representative, with all relevant documents, to the Health Committee for action in accordance with the provisions of Article 10 of the Geneva Convention of 1925 and Article 11 of the 1931 Convention, as the case might be."

The CHAIRMAN said that the usual procedure was for the Advisory Committee to get into touch with the Health Committee, which itself approached the Office international d'Hygiène publique. The United States representative has simplified that procedure, which was, moreover, not binding on the United States Government. The latter had a representative at the Office international and could communicate direct with the latter.

Major COLES (United Kingdom), Rapporteur, pointed out that there was a statement in the draft report to the effect that the Health Committee, in April 1937, had referred the relevant documents for an opinion and a report to the Office international d'Hygiène publique.

Mr. FULLER (United States of America) acquiesced in the procedure adopted.

5. *Possibility of dispensing with the Administration of Morphine and its Derivatives in the Treatment of Cancer by the Use of Cephaline.*<sup>3</sup>

Dr. HOO Chi-tsai (China) said that the communication to Governments of the statement by the Polish representative should normally be made through the intermediary of the Council, and that the statement should first be submitted to the Health Committee.

Dr. DE VASCONCELLOS (Portugal) suggested that the statement in paragraph 1 of this section of the draft report that " continuous treatment with a cephaline solution arrested the growth of cancer " should perhaps be modified to read " arrested the growth of certain cancers ".

The CHAIRMAN agreed that some modification of the passage was necessary; it should be drafted on more general lines. It was too soon to say that the growth of cancer was arrested by treatment with cephaline; it was fair to say, however, that the patients' general condition and the state of their blood had improved to a marked extent.

He asked for the deletion of the following paragraph : " The Committee decided that the statement made by the representative of Poland on this subject should be communicated to Governments for their information ". He added that, if the Health Committee was interested, it would take up the matter.

M. BOURGOIS (France) agreed with the Chairman. The Advisory Committee, though it included certain eminent members of the medical profession, was not itself a medical body and was not qualified to express an opinion as to the qualities of a given medicament. It must avoid creating a precedent by expressing an opinion in the present case. The position would be different if the communication regarding cephaline had been made by some learned body.

<sup>1</sup> For the final text of the report, see document C.285.M.186.1937.XI (Ser. L.o.N. P. 1937.XI.4).

<sup>2</sup> Document C.278.M.168.1936.XI (Ser. L.o.N. P. 1936.XI.10), page 14.

<sup>3</sup> The title, appearing in the draft report, was subsequently changed (see page 92).

*Treatment of Drug Addicts.*

M. YOKOYAMA (Japan) said that there was no mention in the draft report of his statement on the treatment of drug addicts in Tokio. He asked for the insertion of a paragraph on the subject as follows :

"The representative of Japan gave an account of the successful results obtained by the Institute for assisting Drug Addicts established by the Tokio Prefecture of Police. Since October 1st, 1936, upwards of 1,100 addicts have been treated with intravenous injections of the 'I.M.' solution of Dr. Sakai, of the Imperial University of Tokio. This treatment appears to possess several advantages as compared with the other treatments employed up to date. The patients are free to a very large extent from painful abstinence symptoms from the outset of the treatment. The treatment lasts only about ten days, even in the case of confirmed addicts.

"The representative of Japan gave the Committee interesting statistical data on the subject and promised to supply other technical data at some future date."

Dr. DE MYTTENARE, Assessor, regretted that he could not support M. Yokoyama's text. He could not agree to the inclusion in the report of a recommendation concerning a secret drug of which the chemical composition was unknown to the Committee.

Colonel SHARMAN (Canada) said that he did not wish to exclude all reference to M. Yokoyama's statement. He pointed out, however, that the Committee had not given much consideration to the matter. The Rapporteur would perhaps agree to prepare a passage on the lines suggested by M. Yokoyama.

M. YOKOYAMA (Japan) said he was simply making a statement of fact. He was not asking the Committee to make a recommendation to Governments.

The CHAIRMAN emphasised the fact that it was not the habit of the Advisory Committee to recommend drugs. If M. Yokoyama agreed, the Committee could say that the Japanese representative had described the results of treatment by a certain drug and had promised to give further particulars as to its efficacy and chemical composition.

M. BOURGOIS (France) asked that it should be stated in the Minutes that he concurred in Dr. de Myttenaere's remarks.

M. CARNOY (Belgium) said that M. Bourgois' observations were deserving of consideration. The Committee did not appear to have found a formula which would reconcile the different points of view.

He proposed a text which would cover the statements made by the representatives of Poland and Japan. The text was as follows :

*"Scientific Researches into Analgesic Substances to replace Narcotic Drugs and into Substances that might be used for the Cure of Drug Addicts.*

"The Committee, being anxious to keep in touch with experiments in replacing narcotic drugs by other analgesic substances, heard with interest a statement by the representative of Poland concerning certain experiments now being carried out at Vilno with a product known as cephaline, for relieving pain in cancer cases. It also heard with interest a statement by the representative of Japan concerning experiments carried out at a Tokio hospital in curing addicts by the injection of certain products and requested the representative of Japan to communicate supplementary information regarding the drugs employed and the results obtained."

Dr. DE VASCONCELLOS (Portugal) supported the proposal of the Belgian representative.

Major COLES (United Kingdom), Rapporteur, accepted the text proposed by M. Carnoy.

*The Committee adopted the text proposed by the representative of Belgium.*

M. YOKOYAMA (Japan) said that he had been glad to accept M. Carnoy's suggestion. Nevertheless, as regards the question of principle, he wished to direct the Committee's attention to one important point.

The Advisory Committee had discussed at length the question of the suppression of the illicit traffic, but when it had had before it a report on the cure of addiction the tendency had been to devote less time to its consideration. He hoped that the matter would be dealt with more fully at the next session, and that members of the Committee would express their views. If a cure for addiction could be found, a blow would be struck at the root cause of the illicit traffic.

Dr. DE VASCONCELLOS (Portugal) hoped that the representative of Japan was not under any misapprehension. The Committee must be careful not to recommend, or to appear to recommend, any drug of which the value was not yet scientifically established.

#### 6. *Addiction Liability of Certain Drugs.*

Dr. DE MYTENAERE, Assessor, referring to the phrase "certain drugs which were being used as substitutes for morphine—namely, eucodal, dicodide, dilauidide and acedicone", pointed out that the Committee had not discussed the addiction property of those drugs, but had dealt with their comparative pharmaco-dynamic properties and tried to establish a scale of toxicity.

Dr. DE VASCONCELLOS (Portugal) agreed. He had himself drawn attention to the increasing use of eucodal, which was becoming a real danger.

*The Committee decided that the relevant passage in the report should be amended accordingly.*

#### 7. *The Substitution of Non-habit-forming Drugs for the Habit-forming Derivatives of Opium.*

The CHAIRMAN, referring to the last paragraph of this section, pointed out that the Committee had discussed the question of cobra venom at some length, although its attention had not been drawn to the matter by any learned society. All reference to his own statement could be omitted.

M. DELGORGE (Netherlands) thought that it would be a pity to delete the reference to the statement made by the representative of Poland.

*The Committee decided to omit the last paragraph of this section reading as follows :*

"Experiments with cobra venom were reported to be of greater significance. The drug was found to be efficient in relieving pain attending advanced malignant cancer in many cases and injections of the drug were followed by no untoward symptoms. It should be mentioned, however, that the representative of Poland subsequently informed the Committee that experiments with cobra venom had not appeared to give satisfactory results in his country."

#### 8. *Application of Article 10 of the Geneva Convention of 1925 to Preparations based on Indian-Hemp Extract or Tincture.*

Mr. FULLER (United States of America) reminded the Committee that the reservations of certain Governments concerning the Health Committee's decision referred to corn cures in general, and not only to corn plasters, made from tincture or extract of Indian hemp.

*The Committee decided that the relevant passage in the report should be amended accordingly.*

#### 9. *Minimum Rules recommended for Effective Control of Pharmacies and Abuse of Medical Prescriptions.*

M. TELLO (Mexico) proposed to replace the fourth paragraph of this section reading :

"The Committee felt, however, that the rules for the control of pharmacies which it had adopted would, if applied by Governments, be sufficient as a general rule to prevent abuse or forgery of drug prescriptions. It did not accordingly recommend to Governments any special measures for this purpose."

by the following text :

"The Committee, recognising the value of the memorandum prepared by the Secretariat, felt that the rules for the control of pharmacies which it had recommended would, if applied by Governments, be sufficient to prevent abuse or forgery of drug prescriptions, but that it remained for Governments to complete these measures as they might think fit."

*The text proposed by M. Tello was adopted.*

*The Committee decided to insert a phrase to the effect that the Council would be asked to transmit the rules to Governments.*

### VI. QUESTIONS RELATING TO PREPARED OPIUM.

#### (a) *Resolution concerning Opium-smoking by Workers, adopted by the International Labour Conference in June, 1936.*

M. DELGORGE (Netherlands) pointed out that the resolution adopted by the International Labour Conference was useful from the point of view, not only of workers, but also of all classes of the population. He asked that that point should be brought out in the report.

Dr. Hoo Chi-tsai (China) endorsed the Netherlands representative's remarks.

*The Committee decided that the relevant passage in the report should be amended accordingly.*

Dr. Hoo Chi-tsai (China) said that the suggestions tabulated in the draft report purported to be a reproduction of the Labour Conference's resolution. It would be better to keep the exact terms and sub-divisions of the resolution, especially as the Advisory Committee had not completely endorsed it.

Referring to the sentence introducing the resolution he asked that the phrase : " the Committee finally agreed to adopt the following resolution " be amended to read : " the Committee unanimously agreed to adopt the following resolution ". He was anxious that no divergence of opinion should be apparent.

Dr. DE VASCONCELLOS (Portugal) thought that the Rapporteur's text accurately conveyed what had taken place in the Committee. Agreement had only been reached with difficulty.

Major COLES (United Kingdom), Rapporteur, suggested that it might meet the Committee's views if the word " finally " were deleted. He said that he had deliberately condensed the items in the Labour Conference's resolution to avoid going into details.

*The Committee decided to delete the word " finally ".*

(c) *Manufacture and Consumption of Prepared Opium in Peru.*

Mr. FULLER (United States of America) pointed out that the Committee had been aware for years of the manufacture and consumption of prepared opium in Peru. The draft report described that situation as something new.

*The Committee decided that the relevant passage in the report should be amended accordingly.*

IX. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY  
OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY  
AND THE PRODUCTION OF RAW OPIUM.

Major COLES (United Kingdom), Rapporteur, said that he had inadvertently omitted from the report references to two decisions taken by the Committee. The first was that the Council should be asked to invite the Governments of Afghanistan, the Union of Soviet Socialist Republics, Greece and Hungary, as producing countries, to take part in the preparatory discussions. A passage should accordingly be inserted stating that the Committee was of opinion that all the opium-producing countries should take part in the preparatory work for a Limitation Conference to be discussed at the Committee's next session.

*Major Coles' proposal was adopted.*

Major COLES (United Kingdom), Rapporteur, recalled that the Committee had also decided to propose to the Council that Sir Malcolm Delevingne should be asked to assist in the preparatory work in an expert capacity. A passage to that effect should be inserted in the report.

*Major Coles' proposal was adopted.*

Mr. FULLER (United States of America) suggested various amendments in the draft text, in order to bring out the point that the future Conference was to deal with the limitation of raw materials and to restrict the production and use of the poppy plant.

He had received instructions from his Government to make the suggestion that the proposed Convention should provide for the yearly reduction, by a determined percentage, of raw opium for the production of smoking-opium. He would like some reference to that suggestion to be made in the report.

Dr. DE VASCONCELLOS (Portugal) pointed out that, while the ultimate aim was abolition, the present use of opium for smoking was not necessarily an abuse.

It was premature for the Committee to suggest an annual percentage for the reduction of raw opium to be used for the production of smoking-opium. The proposal of the United States representative might appear in the report as a recommendation, but not as a decision of the Advisory Committee. It would be for the Conference to take a decision in the matter.

Mr. FULLER (United States of America) said that the report to the Council was a report on the Committee's proceedings. He was prepared to accept responsibility for his suggestion, if the Committee preferred to mention his name.

Dr. Hoo Chi-tsai (China) and Colonel SHARMAN (Canada) said that, in that case, they would ask that their names might be mentioned also.

Dr. DE VASCONCELLOS (Portugal) said that it was not usual to mention the names of representatives of States in the report when recording such suggestions.

M. DELGORGE (Netherlands) pointed out that the suggestion of the United States representative had been made in the Committee but not by the Committee.

*The Committee decided that a passage on the lines of Mr. Fuller's suggestion should be inserted at the end of the second paragraph of this section of the report subject to approval of the text.*

*The continuation of the discussion was adjourned to the next meeting.*

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## TWENTY-SEVENTH MEETING (PUBLIC).

*Held on Saturday, June 12th, 1937, at 10 a.m.*

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*Chairman : Dr. CHODZKO (Poland).*

### 1248. Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-second Session (continuation) (document O.C.1708).<sup>1</sup>

#### IX. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE PRODUCTION OF RAW OPIUM (continuation).

M. KARITCH (Yugoslavia) proposed that the following sentence should be inserted in the draft report after the text suggested by Mr. Fuller at the close of the previous meeting :

"Similarly, certain members suggested that, in the preliminary work and in the Convention, the question of opium intended for the manufacture of drugs should be treated separately from the question of opium intended for the manufacture of prepared opium."

*The text proposed by M. Karitch was adopted.*

Major COLES (United Kingdom), Rapporteur, submitted certain minor amendments to this chapter of the report which he proposed that the Committee should accept.

*The Committee adopted the amendments proposed by the Rapporteur, of which the following were the most important :*

The last phrase of the third sentence of paragraph 4 (paragraph 5 in the final text of the report) reading "in the producing countries and by the Committee itself" was amended to read : "in the producing, in the drug-manufacturing and in the consuming countries and by the Committee itself".

In the second sentence of the fifth paragraph (paragraph 6 of the final text of the report) the words "to the world's legitimate needs" after the words "limitation of opium production" were omitted.

(a) *Procedure for the Preparatory Work* : At the end of the second sentence of the third paragraph of this section the words "the membership of each being limited to certain groups of participants" were added.

(c) *Necessity of completing and revising the Material available to the Committee* : The last sentence of this paragraph, reading as follows, was omitted, in view of the decision taken at the previous meeting :<sup>2</sup> "Attention is drawn to the information received by the Committee that a new country importing raw opium for the manufacture of prepared opium has made its appearance—namely, Peru".

(a) *Procedure for the Preparatory Work* (continuation).

Dr. DE VASCONCELLOS (Portugal), while not wishing to submit any amendment to this part of the chapter, recalled that he had expressly worded his original resolution so as to allow the Advisory Committee full freedom of action.

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<sup>1</sup> For the final text of the report, see document C.285.M.186.1937.XI (Ser. I.O.N. P. 1937.XI.4).

<sup>2</sup> See page 114.



The CHAIRMAN suggested that the point made by the Portuguese representative might be more clearly brought out if the words "as was explained by the representative of Portugal in his report to the Council" were added in the first sentence of the third paragraph after the words "came to the conclusion that".

*The Chairman's proposal was adopted.*

Dr. DE VASCONCELLOS (Portugal), referring to the concluding sentence of the third paragraph of this section, expressed the opinion that, to avoid difficulties, the proper procedure would be to ask the Council for power to co-opt representatives of other countries or experts, if that were found necessary during the preparatory work.

Major COLES (United Kingdom), Rapporteur, was quite prepared to amplify the sentence to meet the views expressed by the Portuguese representative.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) explained that, under the new regulations regarding League of Nations' Committees, the assistance of experts could be obtained subject to approval by the Secretary-General and without any specific authorisation by the Council. He referred the Committee in this connection to Articles 5 and 18 of the regulations in question.<sup>1</sup>

Dr. DE VASCONCELLOS (Portugal) believed that the rules in question applied only to permanent committees of the League of Nations and doubted whether new committees or committees appointed *ad hoc* were governed by the rules quoted by the Director. To avoid delay at a later stage, it would be better to cover the point explicitly.

Major COLES (United Kingdom), Rapporteur, suggested the addition to the decisions at the end of this chapter of a passage reading as follows:

"During the preparatory work, the Committee might find it necessary to have recourse to the assistance of representatives of other countries not permanently represented on the Committee. It therefore suggested that it should be authorised by the Council to invite such members at its discretion to participate in its work."

*The text proposed by the Rapporteur was adopted.*

(b) *Examination by the Committee of the Material placed at its Disposal.*

M. SEYMEN (Turkey) wished to refer to the following passage in the fifth paragraph of this section:

"There had in fact been a voluntary limitation of production in these countries, either due, as in India and China, to a deliberate policy adopted by the Governments, or, as in Iran and Turkey, to the difficulties in disposing of the opium produced and to the unremunerative prices prevailing in the world markets."

He submitted that the last phrase showed a lack of appreciation of his Government's real motives in limiting the domestic production of opium. The reports and other documentary material at the Committee's disposal clearly showed that the policy of limitation had not been adopted solely on economic grounds. It was a definite act of policy deliberately adopted. Marketing difficulties and the fall in world prices had, of course, also affected the production of exporting countries. He would be glad if a text embodying the ideas mentioned could be substituted for the passage as at present drafted.

Major COLES (United Kingdom), Rapporteur, suggested that the simplest way of meeting the point raised by the Turkish representative would be to amend the phrase in question to read: "in these countries, due to a deliberate policy adopted by the Governments concerned and also to the difficulties . . . markets".

M. SEYMEN (Turkey) approved the amendment proposed by the Rapporteur.

*The amended text proposed by the Rapporteur was adopted.*

*The Committee further decided to amend the next sentence in the same paragraph reading as follows:* "India, which was limiting its production to internal needs and had definitely retired from the export trade, had since 1930 reduced the area under cultivation to between one-quarter and one-fifth."

*It approved the following text:*

"India was now limiting production to its internal needs, and in British India the area under cultivation had, in the six years 1930 to 1935 been reduced by approximately four-fifths."

<sup>1</sup> See *Official Journal*, February 1936, pages 131 and 133.

M. DELGORGE (Netherlands) proposed to delete the words " and that a further decrease was to be expected in future years " at the end of the next paragraph after the word " decreasing ".

*M. Delgorge's proposal was adopted.*

*Decisions of the Committee.*

Major COLES (United Kingdom), Rapporteur, referred to the following text of paragraph 5 of the decisions adopted by the Committee: " That the Committee, sitting as a preparatory committee, shall have recourse, if and when necessary, to the assistance of experts, who will be invited to attend its meetings "; which he proposed to amend as follows:

" That all the opium producing countries should take part in its preparatory work, and accordingly requests the Council to invite the Governments of Afghanistan, Greece, Hungary, and the Union of Soviet Socialist Republics to participate in the discussions at the next session including those of the Preparatory Committee.

" That the Committee, sitting as a preparatory committee, shall have recourse, if and when necessary, to the assistance of experts, who will be invited to attend its meetings. For the moment, it proposes that arrangements should be made for inviting Sir Malcolm Delevingne to assist the Committee in an expert capacity in its discussions on this matter."

M. EKSTRAND (Directeur of the Opium Traffic and Social Questions Sections) suggested that, as this decision of the Committee was addressed to the Council, it would be more appropriate if it appeared as paragraph 1 of the decisions and were followed by the others addressed to the Secretariat.

Dr. Hoo Chi-tsai (China) pointed out that the re-arrangement suggested by the Director would destroy the logical sequence of the present text, the Preparatory Committee being first mentioned in paragraph 4.

Major COLES (United Kingdom), Rapporteur, undertook to re-arrange the whole of this concluding paragraph so as to meet the views expressed.

*The Rapporteur's proposal was adopted.*

*The report of the Committee to the Council on the work of its twenty-second session was adopted as a whole.<sup>1</sup>*

The CHAIRMAN, speaking on the Committee's behalf, thanked the Rapporteur for the admirable work accomplished. He also desired to compliment the Committee itself on the spirit of compromise displayed, which had greatly facilitated the work both of the Rapporteur and of himself.

Major COLES (United Kingdom), Rapporteur, greatly appreciated the tribute paid to him by the Chairman and thanked the Committee for its very considerate reception of the draft report and the proposals which he had made for its final amendment. He wished publicly to thank the various members both of the Opium Traffic Section and the Central Services for the admirable team work accomplished in producing the report and asked the Director to convey his personal thanks to the various parties concerned.

**1249. Adoption of the Minutes of the Thirteenth to Sixteenth Meetings, inclusive, of the Session.**

*The Committee approved the Minutes of the thirteenth to sixteenth meetings inclusive, subject to the insertion therein of certain amendments submitted by the members of the Committee and accepted by the Committee.*

M. YOKOYAMA (Japan), referring to the Minutes of the thirteenth meeting, wished to have a special reference made in the Minutes and in the Information Section's Press *communiqué* to the following statement:

" In the course of the discussions on the Far East I have deliberately avoided discussing in detail information submitted which seemed to me to be extremely exaggerated. My silence on certain points has, however, been utilised for political propaganda purposes by certain newspapers in the Far East. The sentence concerning Japanese officers and soldiers has, for instance, been extracted from Russell Pasha's statement and used as a huge headline. In face of these extremely regrettable incidents, I wish here to make an energetic protest against this assertion levelled at the Japanese army in which no case of drug addiction has ever been reported."

*M. Yokoyama's request was noted.*

<sup>1</sup> For the final text of the report, see document C.285.M.186.1937.XI (Ser. L.O.N.P.1937.XI.4).

**1250. Close of the Session.**

The CHAIRMAN thought that the twenty-second session of the Advisory Committee had made a substantial contribution towards limitation of the production of the raw materials used for the manufacture of narcotics. The unanimity with which the decisions on this subject had been adopted augured well for the success of the meetings of the Preparatory Committee.

Before closing the session, it was his agreeable duty to tender the Committee's thanks to the Secretariat for the immense assistance rendered in preparing the documentary material and for its co-operation in the work of the session.

Dr. DE VASCONCELLOS (Portugal) felt that he was expressing the unanimous opinion of the Committee in thanking the Chairman for the patience and courtesy with which he had piloted the Committee through its twenty-second session, and in endorsing the tribute paid by him to the Secretariat.

Mr. FULLER (United States of America), on behalf of his Government, thanked the Opium Traffic Section of the Secretariat for the valuable co-operation extended to it throughout the past year.

The CHAIRMAN declared the twenty-second session of the Advisory Committee closed.

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ANNEX 1.

O.C.1696.

REPORT OF THE AGENDA SUB-COMMITTEE AND AGENDA  
OF THE TWENTY-SECOND SESSION

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The Agenda Sub-Committee met at 10 a.m. on May 21st, 1937.

The following members were present :

His Excellency Dr. CHODZKO, *Chairman* (Poland).  
Major COLES (United Kingdom).  
Mr. FULLER (United States of America).  
Luang BHADRAVADI (Siam).

The Committee considered the provisional agenda of the twenty-second session of the Opium Advisory Committee (document O.C.1674).

The Committee *decided* to propose that the item suggested by the representative of Uruguay (Recommendation IV of the Final Act adopted by the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs) should be postponed for consideration at the next session. Members of the Sub-Committee pointed out that the Convention for the Suppression of the Illicit Traffic had not yet been ratified by any Government and that it was accordingly premature to discuss the recommendations of the Conference.

The Sub-Committee *decided* to propose that Item IV(b), "Raw Opium : (Situation in the Producing, Manufacturing and Opium-smoking Countries) ", should be considered under Item VII, "Preparations for a Conference for the Control and Limitation of Raw Materials ". It was noted that this item in accordance with a previous recommendation of the Agenda Sub-Committee must be placed on the agenda of each spring session. The Sub-Committee took the view that it would be best discussed this year in connection with the question of the limitation of raw materials.

The Sub-Committee *decided* to propose that the question concerning opium-smoking among workers should be added to the agenda.

The Sub-Committee *decided* to propose that Item IX, "System of Import Certificates and Export Authorisations ", should be postponed until the next session in view of the fact that many Governments had not yet replied to the circular letter requesting their observations.

The Sub-Committee also *decided* to propose that Item X, "Enquiry into Drug Addiction ", should be postponed until next session in view of the fact that only a limited number of Governments had replied to the questionnaire relating to drug addiction.

The Sub-Committee *decided* to propose that Items XIII(a), "Study of Laws and Regulations in force in Certain Countries ", and XIII(d), "Methods for establishing Consumption Statistics ", should be postponed until next session, as the Secretariat had not yet had time to complete the preparation of the necessary documents.

AGENDA.

I. Elections and Appointments :

- (a) Election of Chairman and Vice-Chairman.
- (b) Appointment of a Rapporteur.
- (c) Appointment of Assessors.
- (d) Election of three members of Agenda Sub-Committee.

II. Adoption of Agenda.

III. Consideration of the Secretary's Progress Report (document O.C.1682).

IV. Illicit Traffic :

- (a) Consideration of Report by Sub-Committee on Seizures (document O.C.S. 306(1); Quarterly Summaries of Seizures and Illicit Traffic (document O.C.S.300(a), (b), (c), (d))).
- (b) Situation as regards clandestine manufacture (document O.C.S. Confidential/42(2)).
- (c) Study by the Secretariat with reference to Acid Acetic Anhydride (document O.C.1593(b)).
- (d) Drugging of Race-horses (document O.C.1690).

- V. Consideration of Annual Reports on Traffic in Opium and Other Dangerous Drugs :  
and of Synoptical Statistical Tables prepared by the Secretariat (document O.C./  
A.R.1935 series).
- (a) General. Analytical Study and Synoptical Statistical Tables (document  
O.C.1679).
  - (b) Manufacture and Export of Dangerous Drugs.<sup>1</sup>  
General Review of the Situation by the Secretariat (document O.C.1694).
- VI. Situation in the Far East.
- (a) General (see documents O.C.1564(b), (c), (d) and O.C./Confidential 17).
  - (b) Application of Chapter IV of the Hague Convention. Report by the Sub-  
Committee (document O.C.1703 (1) (see also document O.C.1569 (1)).
- VII. Preparations for a Conference for Control and Limitation of Raw Materials.
- (a) Preparatory Work for the Conference for limiting the Production of the  
Opium Poppy and of Raw Opium (see document O.C.1677 series; document  
O.C./Confidential 16; document O.C./Confidential 18 series and document  
O.C./Confidential 20; and further documents to be distributed during the  
session.
  - (b) Raw Opium.<sup>1</sup> Situation in the Producing, Manufacturing and Opium-  
smoking Countries.
  - (c) Information relating to the Control of Cultivation and Harvesting of the  
Coca Leaf.
- VIII. Situation as regards Control of Cannabis and Drugs derived from Cannabis (Report  
by the Sub-Committee) (document O.C.1707).
- The following new documents in series 1542 have been distributed since last  
session : O.C.1542 (o), (p), (q), (r), (s).
- IX. Anti-narcotic Education and Propaganda.
- Information supplied by Governments in regard to propaganda carried on in  
medical and auxiliary medical circles (document O.C.1686).
- X. Consideration of Information relating to Various Drugs.
- (a) Codeine (Addiction Properties) (document O.C.1695).
  - (b) Paracodeine (document O.C.1691).
  - (c) Desomorphine (document O.C./Confidential 15 and document O.C.1688).
  - (d) Saligenine and Bromsalisol.
- XI. Consideration of Various Special Questions.
- (a) Study in regard to Standard Minimum Rules for Control of Pharmacies  
(document O.C.1632(b)).
  - (b) Study in regard to the Forgery of Drug Prescriptions (document O.C.1675).
- XII. Opium-smoking among Workers. Resolution adopted by the International Labour  
Conference at its Twentieth Session (June 1936) and Decision in regard to the  
Resolution by the Governing Body at its Seventy-seventh Session (November 1936).  
(document O.C.1473(c), (d) and (e).
- XIII. Budget.
- XIV. Other Questions.

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ANNEX 2.

O.C.1682.

PROGRESS REPORT BY THE SECRETARY.

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The present report contains an analysis of the replies received up to April 1st, 1937, to the circular letters sent to Governments under various decisions taken by the Advisory Committee during its twenty-first session (May-June 1936) and during its previous sessions, which were not analysed in the previous report.

It also contains a summary of the work done in the various fields of activity of the Committee, except such questions as form a special item on the agenda.

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<sup>1</sup> At the twentieth session the Advisory Committee decided, on the proposal of the Agenda Sub-Committee, that these two items should appear on the agenda of each spring session.

## I. ADMINISTRATIVE AND GENERAL QUESTIONS.

### CHANGES IN THE COMPOSITION OF THE ADVISORY COMMITTEE.

Since the last meeting, the following changes have occurred in the composition and membership of the Committee. In January 1936 (ninetieth session), the Council, in connection with the general study of the constitution and functions of League Committees, decided to increase by a few seats (two or three) the number of Governments represented on the Opium Advisory Committee in order to give satisfaction to such States as might request to participate in the work of the Committee. In pursuance of this decision and having received requests from the Governments of Bulgaria and Peru, the Council on January 22nd, 1937 (ninety-sixth session), invited those States to be represented on the Committee. At the same time, the Council took note of a communication by its Rapporteur (the representative of Latvia) to the effect that the representative of Sweden, M. H. von Heidenstam, having received a new appointment from his Government, would be unable for the future to participate in the work of the Committee, and that the Swedish Government did not henceforward intend to seek representation on the Committee.

Mr. Gordon S. Hardy, C.I.E., I.C.S., the representative of India and Vice-Chairman of the Committee, died on October 9th, 1936. The late Mr. Hardy is being replaced temporarily up to August 1937, pending the appointment of a permanent successor, by Mr. C. E. Wild, I.C.S. (retired). Major W. H. Coles, D.S.O., of the Home Office, has been appointed by his Government as representative of the United Kingdom in succession to Mr. S. W. Harris, C.B., M.V.O.

M. M. Yokoyama, acting Director of the Japanese Bureau for International Conferences (Geneva), has been appointed as the representative of Japan.

On November 25th, 1936, Mr. L. A. Lyall, Assessor to the Committee and President of the Permanent Central Opium Board, informed the Secretary-General of his intention of resigning as Assessor from May 31st, 1937.

### QUESTION OF HOLDING A SECOND ANNUAL SESSION OF THE COMMITTEE.

(This question is dealt with in a separate document, document O.C./Confidential 22.)

## II. ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

### POSITION IN THE COUNTRIES OF LATIN AMERICA.

For several years past, the Advisory Committee has been endeavouring to intensify its relations with those of the countries of Latin America from which it has only been receiving annual reports in a somewhat irregular manner. In 1935, for example, out of twenty countries in Latin America, only the following communicated their annual reports: *Costa Rica, Cuba, Mexico, Nicaragua, Salvador, Uruguay, Venezuela*.

In addition, the *Brazilian* Government stated, on January 30th, 1937, that the Ministry of Education and Public Health was at present collecting the data necessary for the preparation of the annual report for 1936, since the National Commission for the Supervision of Narcotics, set up by Decree No. 780 of April 28th, 1936, on which this task devolved, was not yet in full activity. Hence Brazil had not yet been able to fulfil the undertaking entered into in virtue of the 1931 Convention, but she proposed to do so in future.

The Advisory Committee will remember that, at its twenty-first session, it appealed to the countries of Latin America to send in their annual reports regularly. On its Rapporteur's proposal, the Council in September 1936 "associated itself with the appeal addressed to those States to lend the Committee their assistance, which is indispensable if it is to accomplish its task".

## III. LEGITIMATE TRADE, MANUFACTURE AND CONSUMPTION OF NARCOTIC DRUGS.

### LIST OF FIRMS AUTHORISED TO MANUFACTURE DRUGS COVERED BY THE GENEVA OPIUM CONVENTION OF 1925.

(Circular Letters 9.1934.XI, dated February 13th, 1934, and 59.1936.XI, dated March 17th, 1936.)

### STANDARDISATION OF METHODS FOR DETERMINING THE MORPHINE CONTENT OF RAW OPIUM.

(Circular Letter 63.1934.XI, dated May 17th, 1934.)

### METHOD OF DETERMINING THE COCAINE CONTENT OF COCA LEAVES.

(This question is dealt with in a separate document, document O.C.1512(d)).

EXTRACTION OF MORPHINE AND OTHER ALKALOIDS OF OPIUM FROM THE DRY POPPY PLANT  
(POPPY STRAW AND POPPY HEADS).

*New Developments in Denmark and U.S.S.R.*

(This question is dealt with in separate documents, documents O.C.1546 (1) (e) and (f) and 1633(a).)

LIST OF SUBSTANCES AND PREPARATIONS COMING UNDER THE HAGUE OPIUM CONVENTION  
OF 1912, THE GENEVA CONVENTION OF 1925, AND THE GENEVA LIMITATION CONVENTION  
OF 1931.

(Circular Letter 200.1934.XI, dated December 22nd, 1934.)

*Report by the Sub-Committee of Experts.*

(This question is dealt with in a separate document, document O.C.1458(3).)

IV. ILLICIT TRAFFIC AND MEASURES TAKEN AGAINST THIS TRAFFIC.

ILLICIT TRAFFIC IN NARCOTICS BY AIR.

*Consultation of the International Air Navigation Commission.*

At its twentieth session, the Advisory Committee examined the general question of illicit traffic by air on the basis of a survey (document O.C.1588) of the Governments' replies to the Secretary-General's Circular Letter of March 23rd, 1934 (33.1934.XI.). It decided to request the Transit Section to bring the document in question to the knowledge of the International Commission for Air Navigation (C.I.N.A.) asking the latter to be good enough to give an opinion on the points raised by the Advisory Committee and to suggest what it considered to be the most appropriate means of tightening up the control of air navigation.

The C.I.N.A. referred this survey to its special Customs Sub-Committee, which examined it in December 1935 and submitted a draft report to the C.I.N.A. at its twenty-fourth session at Warsaw in May 1936. The International Commission for Air Navigation approved this preliminary report, which only contained the conclusions of a first exchange of views and constituted the first stage in the study, which this special Customs Sub-Committee continued at a later session on November 30th and December 1st, 1936.

The C.I.N.A. decided, on the basis of a second report supplied by that Committee, to ask its members to inform it by May 1st, 1937, whether they had observed any patent cases of illicit traffic of drugs by air, and a fresh meeting of the Customs Sub-Committee is to be held shortly before the twenty-fifth session of the C.I.N.A. which is to take place in Paris next May. This Customs Sub-Committee is to pursue the examination of the question, and if possible draw up texts for submission to the C.I.N.A., which will forward to the Advisory Committee a final report on the question in order that the latter may be able to judge the C.I.N.A.'s proposals from its own point of view before the Commission makes arrangements, if necessary, for their practical application.

SMUGGLING OF NARCOTIC DRUGS THROUGH THE POST.

(Circular Letter 203.1936.XI [O.C.1630(1)], of November 12th, 1936.)

The Opium Advisory Committee during its twenty-first session (May 18th to June 5th, 1936) noted a memorandum prepared by the Secretariat reviewing the action previously taken in this matter by the Committee and summarising the information at its disposal.

The Advisory Committee proposed that the memorandum should be forwarded to Governments for their information and this proposal was approved by the Council on September 19th, 1936.

The Secretary-General communicated the memorandum to Governments on November 12th, 1936 (Circular Letter 203.1936.XI). The memorandum, before being communicated to the Governments, was revised by the Secretariat to include information given to the Advisory Committee by its members during its twenty-first session or subsequently forwarded to the Secretariat by the International Bureau of the Universal Postal Union.

The communication has been acknowledged by the following countries: *Egypt* (November 29th, 1936), *Guatemala* (January 13th, 1937), *Liechtenstein* (November 13th, 1936), *Monaco* (December 2nd, 1936), *Panama* (December 4th, 1936), the *United States of America* (December 22nd, 1936), and *Venezuela* (December 10th, 1936.)

The International Bureau of the Universal Postal Union has since communicated further information in regard to the following countries:

*Chile*.—The import by parcel post of heroin, its salts or any preparation containing them is prohibited. The import of opium, morphine, cocaine and other narcotic drugs by parcel post remains subject to the issue of a permit by the General Department of Health at Santiago. Narcotic drugs may only be introduced through the following Customs Offices: Arica, Iquique, Antofagasta, Valparaiso, Talcahuano, Valdivia, Magallanes, Ollague, Los Andes and Postal Santiago (Supplement No. 16 to the tenth edition of the "List of Prohibited Objects", March 1935).

*China*.—The import and distribution of narcotic drugs despatched by parcel post are subject to authorisation of the Central Health Laboratory and are allowed only on condition that the person to whom they are sent has obtained a certificate delivered by the Health Administration. Narcotic drugs may only be imported from abroad through the port of Shanghai. Import certificates for such consignments are no longer delivered by the Customs authorities (Supplement No. 20).

#### STATISTICS RELATING TO EXPORTS AND IMPORTS OF CAFFEINE.

(Circular Letters 189.1934.XI, dated November 9th, 1934, and 27.1935.XI, dated February 23th, 1935.)

(This question is dealt with in a separate document, document O.C.1687.)

#### SPECIALISED POLICE SERVICES DEALING WITH THE CAMPAIGN AGAINST NARCOTIC DRUGS.

(Circular Letter 204.1936.XI, of November 11th, 1936, and document O.C. 1627.)

The Opium Advisory Committee, during its twenty-first session (May 18th to June 5th, 1936), had before it a memorandum prepared by the Secretariat on information forwarded by Governments up to April 15th, 1936, regarding specialised police forces dealing with the campaign against dangerous drugs. The Committee noted the memorandum and proposed that it should be sent to Governments for their information. This proposal was approved by the Council on September 19th, 1936.

The Secretary-General, in Circular Letter 204.1936.XI, communicated the memorandum to Governments after additional information received during the twenty-first session of the Committee had been incorporated.

The following Governments have acknowledged receipt of this communication: *Ecuador* (January 11th, 1937), *Egypt* (November 28th, 1936), *Liechtenstein* (November 13th, 1936), *Panama* (December 4th, 1936), *Portugal* (December 12th, 1936), the *United States of America* (December 22nd, 1936), and *Venezuela* (December 10th, 1936).

The Government of *Germany*, in a letter dated February 27th, 1937, reports that a central office of the Reich for combating narcotic drug offences has been instituted at the Prussian Criminal Police Office in Berlin. The new office has taken over the duties of the former Prussian Central Office. Information centres have, moreover, been set up at the head office of the Criminal Police and at Criminal Police Offices throughout the Reich to assist the local officers of the several districts in the campaign against the illicit traffic in narcotic drugs.

#### MEASURES TO PREVENT THE USE OF OCEAN-GOING STEAMERS FOR ILLICIT TRAFFIC, AND SUPERVISION IN THE LARGER SEAPORTS.

##### 1. Circular Letter 181.1935.XI, dated November 5th, 1935.

At its twentieth session, the Committee, on the proposal of its Sub-Committee on Seizures, made a number of observations and recommendations regarding the general methods of preventing or making more difficult the smuggling of drugs on board ocean-going steamers (such as supervision of the crews, inspection of baggage, supervision of persons visiting ships in port, searching of suspected individuals and suspected quarters on board). It also laid stress on the supervision to be exercised in the largest seaports, and recommended that a local representative of the central narcotic authority should be responsible and have authority over all agents engaged in preventive work; that complete documentation in regard to suspected international traffickers should be available to such local representative; and that specialised agents from other places should be detailed from time to time for preventive work in the port.

The previous progress report has already given a summary of a certain number of replies received from Governments to the Circular Letter on this subject mentioned above.

Since then, the Secretariat has received replies from the following States: *Australia* (October 26th, 1936); *United Kingdom* (May 1st, 1936); *Colombia* (March 30th, 1936); *Danzig* (March 26th, 1936); *Iraq* (March 16th, 1936); *Netherlands* (July 23rd, 1936); *New Zealand* (February 12th, 1936); *Poland* (March 26th, 1936); *Portugal* for the colonies of Mozambique and Timor (May 22nd, and July 8th, 1936); *Sweden* (March 11th, 1936).

Certain countries declared themselves satisfied with the measures they are at present applying, which correspond with those recommended by the Advisory Committee.

Thus *Australia*, after stating that very few cases of illicit traffic in narcotic drugs exist in that country, says that the Department of Trade and Customs, which is the central authority for controlling the traffic, has branches at all ports of call for ocean-going steamers, and maintains special staffs at the larger ports for searching operations and for the surveillance of vessels and of persons. The Department is endeavouring to obtain the co-operation of shipping companies and ships' officers; every effort is made to prevent the illegal introduction of drugs, but it has not been found possible entirely to suppress the traffic. Every vessel from Eastern countries and, when considered necessary, vessels from other countries, are thoroughly searched for concealed drugs. Members of crews, suspected passengers, and passengers' baggage are similarly dealt with. Notices are prominently displayed on wharves drawing attention to the heavy penalties to which persons illegally importing drugs or in illegal possession of such goods are liable. Notices are also prominently displayed offering substantial rewards to persons giving information which will lead



to the prosecution or conviction of persons engaged in the illicit traffic in drugs. The State authorities, including the police, actively co-operate with the Commonwealth authorities in the suppression of the illicit traffic, and, generally speaking, the preventive measures outlined in the Circular Letter are used throughout the Commonwealth.

Similarly, *Danzig* states that the measures of supervision applied are sufficient. Control is exercised by the Customs authorities in connection with the usual Customs inspection. When certain persons are suspected of illicit traffic, a special search is made by the criminal police (central national service for the campaign against the illicit traffic in drugs). In the *Danzig* Government's opinion, there is no need to exercise stricter supervision, as the traffic of ships and passengers in the port of *Danzig* has considerably diminished.

In the *United Kingdom* there is the fullest co-operation between the Home Office, as central narcotic authority, and Customs officers and police employed at the ports. His Majesty's Government are satisfied that all the essential steps are being taken to prevent the smuggling of drugs.

*Portugal*, in replying for the colonies of *Timor* and *Mozambique*, states that the Government of the colony of *Timor* does not think it necessary to take special measures for the effective supervision of the illicit traffic in opium when ships call at the port of *Dilly*. This port is only called at by two or three vessels a month, and very strict supervision and control is exercised by the Customs authorities during their stay. In *Mozambique*, very close supervision is exercised over all the baggage of members of the crew and passengers, particularly on board vessels calling at Eastern ports.

The *Netherlands* give detailed information of the steps taken in the overseas territories, at *Surinam* and *Curaçao*, and particularly in the *Netherlands Indies*, where the problem of the utilisation of ocean-going steamers for illicit traffic is particularly important. At *Surinam* and *Curaçao*, as the territory is small and the volume of illicit traffic negligible, action is taken in the first place by the Customs with the assistance of the police or the "investigation department" if necessary. In cases of international traffic, as many details as possible are obtained regarding the traffickers. In these two territories, there is no special authority exclusively responsible for dealing with the traffic. In the *Netherlands Indies*, the necessity of active co-operation with the shipowners has long been realised, and if this co-operation is not fully given, it is stimulated by the existence of legislative provisions inflicting penalties on the owners and captains of ships on which opium is seized, unless they can prove that they have done all that is necessary to prevent the traffic. Hence ships' officers occasionally make searches on board during the voyage, and the owners do their best to prevent the crew from taking narcotics on board. Sometimes ships are supervised as soon as they enter port by the Opium Investigation Department, which makes searches, if necessary with the help of the police and Customs officers. A launch is specially detailed for the prevention of the illicit traffic in opium, with the help of another launch which also supervises fishing in territorial waters.

As regards the Advisory Committee's recommendations concerning the establishment of a single prevention service and the full documentation as regards traffickers which it should possess, the *Netherlands* Government states that in the *Netherlands Indies*, as the prevention of the illicit traffic is in the hands both of the Customs and of the police, it is not possible to unify the direction of the preventive services. This would indeed be superfluous owing to the close co-operation between the different services. As regards documentation, a central service for the "detection of opium" is attached to the Public Prosecutor's office and communicates all necessary information to the local sections (arrival of a suspected ship, suspected passengers or sailors, etc.). Descriptions and photographs of traffickers are also communicated if necessary. The complete documentation which is being compiled by the central service is not at the disposal of the local sections because the administrative work which its distribution would necessitate would be too large in proportion to its utility. Sometimes, as recommended by the Committee, specialised agents who are not locally known are detailed for special missions, and this method has given good results.

*Poland* cannot at present consider the creation of a special service, owing to the fresh expenditure which would be involved. The campaign against smuggling is conducted by the frontier guards responsible for the prevention of all revenue offences. These officials exercise supervision over ships in the port of *Gdynia*, and also over the crews and particularly any person suspected of illicit traffic.

*Iraq* states that the measures recommended by the Committee do not materially differ from those undertaken by the Department of Customs and Excise of *Iraq* to combat illicit traffic. This Department is responsible for, and has authority over, the subordinate officers engaged in the preventive work in so far as narcotic drugs are concerned. Strict measures have been undertaken and enforced in co-operation with the Port Directorate of *Dasrah* for preventing smuggling and rendering it more difficult. Many of the discoveries of the illicit traffic are due to information supplied by informers, who are encouraged to do so by rewards. The *Iraqi* Government states in particular that the supply of a complete documentation in regard to suspected international traffickers would be very much appreciated by the competent authorities.

This suggestion is specially emphasised in the detailed reply of *Colombia*, which states that the League's recommendations are excellent, and considers it very desirable that the *Colombian* Department of Health should receive documents enabling it to detect with certainty the inter-

national traffickers who are recognised or suspected to be guilty.<sup>1</sup> Generally speaking, Colombia states that she attaches great importance to measures to prevent the use of ships for illicit traffic, since the greater part of the morphine and cocaine in clandestine circulation enters Colombia from passenger ships. Hence the Department of Health has already decided, in conjunction with the Director of the National Police, to station special detectives in the ports to co-operate with the health authorities in the detection of smuggling. The decree creating the Health Police very clearly defines the duties of these inspectors, who must proceed on the spot to a summary examination of cases constituting a breach of international Conventions and Colombian laws on the illicit traffic in narcotic drugs. For financial reasons, the staff assigned to this service is not at present very numerous, but the Government considers itself bound to extend the Health Police service in order to comply with the international Conventions.

The Committee's recommendations have also suggested fresh action in *New Zealand* and *Sweden*. The principal shipping companies in New Zealand have been advised of these recommendations and asked to give effect to them. The replies received indicate that they are willing to co-operate with the authorities in measures designed to prevent the use of ocean-going steamers in the illicit traffic in narcotic drugs.

*Sweden* considered that the best means of carrying out the Committee's recommendations was for the moment to place at the disposal of the Customs at Stockholm, Göteborg and Malmö the quarterly summaries of traffickers and seizures prepared by the Secretariat.

## 2. Circular Letter I.1937.XI, dated January 14th, 1937.

The Committee will remember that, after a discussion of the same question during its twenty-first session, it decided to communicate to the Governments the suggestions made in a statement by the United States representative regarding the measures to be applied by countries threatened by smuggling on board ships.

Some of these measures were proposed for the adoption of Governments and others for the adoption of shipping companies. Among the former were the placing of the responsibility on steamship companies by the imposition of fines on masters of vessels on which narcotic drugs were concealed, the establishment of coastguard patrols, more careful Customs inspection of passengers' baggage, Government rewards for information regarding shipments of narcotic drugs and the posting of warnings to passengers and crew. The measures suggested for adoption by steamship companies included the establishment of a mutual black list of members of crews implicated in the smuggling of narcotic drugs, rewards to persons giving information leading to a seizure of contraband narcotic drugs and inspection of baggage brought on board by members of crews. Further measures were suggested as to the maintenance of guards over vessels while in port, harbour patrols for the purpose, among other things, of keeping off sampans and other craft, and supervision of visitors.

These recommendations were forwarded to the Governments in the above-mentioned Circular Letter.

Up to April 1st, the Secretariat had received replies from the following countries: *Egypt*, January 28th, 1937 (has forwarded the communication to the competent authorities); *Mexico*, February 6th, 1937 (has forwarded the communication to the competent authorities); *Monaco*, March 19th, 1937; *Spain*, March 8th, 1937 (acknowledgment of receipt); *United States of America*, March 6th, 1937 (acknowledgment of receipt); *Union of Soviet Socialist Republics*, March 5th, 1937; *Venezuela*, February 11th, 1937 (has forwarded the communication to the competent authorities).

The Government of the *Union of Soviet Socialist Republics* stated that the suggestions put forward by the United States representative had been studied by the authorities of the Union, who considered that the application of those suggestions would be superfluous in the Union of Soviet Socialist Republics, since that country did not suffer from the smuggling of narcotics by sea, and since the measures proposed might create certain difficulties for ships during their stay in port.

*Monaco* stated that the Monaco Customs Receiver had received, as regards the inspection of the baggage of passengers arriving by sea, instructions on the lines of the suggestions submitted to the Monaco Government for examination.

Next year's progress report will resume the study of this question when the Secretariat has received a greater number of replies.

## 3. Co-operation with the International Labour Office as regards Seamen's Unions.

One of the proposals put forward at the Committee's last session by the United States representative was to undertake negotiations with the seamen's unions to obviate the dangers of the prerogative which seemed to be enjoyed by some of them to bring their baggage on board

<sup>1</sup> In reply to the Colombian Government, the Secretariat has sent it the quarterly summaries of seizures and illicit transactions prepared by the Secretariat, which contain all the information available on international traffickers.

without inspection. The Committee considered that it was most desirable that the Governments and shipping companies should be assured of the co-operation of the seamen's unions in the prevention of the smuggling of narcotics. In view of the explanations supplied by the representative of the International Labour Office, it decided to communicate the part of its report dealing with this question to the International Labour Office, which would consider how best the attention of the seamen's unions might be called to the matter. The Secretariat made this communication on October 2nd, 1936, and the Director of the International Labour Office replied on November 13th, 1936, that he had communicated the Secretariat's letter and its annexes to the International Transport Workers Federation to which nearly all the seamen's unions represented on the Joint Maritime Commission of the International Labour Office were affiliated. The Director will communicate the results of this consultation in due course.

## V. ENQUIRY ON DRUG ADDICTION.

(Circular Letter 193.1936.XI, dated November 3rd, 1936.)

At its twenty-first session (May to June 1936) the Advisory Committee recommended that a questionnaire on drug addiction should be sent to Governments and that they should be requested to supply the Secretary-General of the League of Nations annually for a few years, as from January 1st, 1937, with information relating to the extent of addiction, establishments for the treatment of addicts and the number of addicts belonging to certain professions.

The Council of the League of Nations having taken note of this decision on September 19th, 1936, the Secretary-General forwarded to Governments on November 3rd, 1936, Circular Letter 193.1936.XI, with a questionnaire annexed (document O.C.1657(1)). As shown by the text of the questionnaire, the replies are to be spread over several years.

Up to April 1st, 1937, the following countries had sent acknowledgments of receipt: *Ecuador* (December 14th, 1936), *Egypt* (November 19th, 1936), *Estonia* (January 18th, 1937), *Panama* (December 4th, 1936), *Peru* (December 19th, 1936), *Uruguay* (January 16th, 1937), *Venezuela* (November 30th, 1936).

The following countries have furnished replies to the questionnaire or particulars on the subject: *Australia* (January 28th, 1937), *Austria* (March 25th, 1937), *Canada* (March 8th, 1937), *Germany* (January 26th, 1937), *Guatemala* (December 18th, 1936), *Haiti* (December 29th, 1936), *Hungary* (March 17th, 1937), *Iraq* (January 26th, 1937), *Irish Free State* (March 3rd, 1937), *Latvia* (January 15th, 1937), *Luxemburg* (February 3rd, 1937), *Sudan* (December 3rd, 1936), *Turkey* (March 8th, 1937).

The Secretariat must wait until it has received a greater number of replies before undertaking a more detailed examination.

It should further be recalled that the Fifth Committee of the 1936 Assembly noted with satisfaction that the Advisory Committee had undertaken the study of the fundamental problem of the campaign against drug addiction and requested it to keep this question on its agenda. Furthermore, it urgently appealed to Governments to do their utmost to furnish the information requested in the questionnaire on this subject.

## VI. SITUATION IN THE FAR EAST.

### INFORMATION ON THE SITUATION IN "MANCHUKUO".

(Circular Letter 27.1934.XI, dated March 16th, 1934.)

(See documents O.C.1564(b), (c) and (d) and O.C./Confidential 17.)

### SITUATION IN CHINA AS REGARDS THE CLANDESTINE MANUFACTURE OF AND THE ILLICIT TRAFFIC IN NARCOTIC DRUGS.

(Circular Letter 218.1936.XI, dated December 1st, 1936.)

The Opium Advisory Committee during its twenty-first session (May 18th to June 5th, 1936) discussed at length the serious situation existing in China as regards the clandestine manufacture of an illicit traffic in narcotic drugs. As a result of the discussion the following resolution was adopted:

"The Advisory Committee,

"Having again had its attention drawn to the increasingly serious situation existing in China as regards the clandestine manufacture and the illicit traffic in narcotic drugs;

"Considering that the appeal made by the Chinese representative for the collaboration of the Governments concerned for the purpose of ending the alarming illicit traffic merits the practical support of Governments;

"Considering, also that the seriousness of the situation in China is partly due to the fact that the maximum penalties which can be imposed under Japanese law on traffickers of Japanese nationality have proved totally inadequate to serve as a deterrent or to prevent the illicit traffic;

"Realising that the situation as revealed to the Committee has developed into a serious menace, not only to China, but also to the rest of the world;

"Anxious to make every contribution to assist China in its campaign against the drug menace;

"Notes with great satisfaction that measures already taken by the Chinese Government for the purpose of suppressing the clandestine manufacture and the illicit traffic in narcotic drugs in the territory under its control;

"Addresses an earnest appeal to the Government of China to continue and intensify its efforts towards this end and requests to be kept constantly informed of the situation;

"Addresses an equally earnest appeal to the Japanese Government to continue and redouble its efforts and to take such action as may be necessary to provide penalties for their manufacture likely to act as effective deterrents wherever Japanese jurisdiction extends;

"Recommends all Governments which have not already done so to take every possible step to prevent their nationals from engaging in illicit traffic in China."

The Council, on September 19th, 1936 (ninety-third session), on the proposal of its Rapporteur, having regard to the gravity of the position—which had already claimed its serious attention at previous sessions—instructed the Secretary-General to give effect to the above resolution and to remind the Governments of China and Japan and all the other Governments concerned that the Council considered it of the highest importance that they should make renewed efforts and do everything possible to remedy, through active co-operation, a situation fraught with danger, not only for China, but also for the rest of the world. In particular, the Council supported with all its authority the appeal addressed to the Japanese Government to enact at the earliest possible moment measures providing heavy penalties for illicit trafficking and clandestine manufacture. The Council was confident that such an appeal would not be addressed in vain to a Government whose representative had assured the Committee that it was anxious to help in every way to remedy the present situation and which, moreover, had taken most effective steps to protect its own territory from the drug evil.

The Advisory Committee's resolution and the views expressed by the Council were communicated to Governments by the Secretary-General on December 1st, 1936 (Circular Letter 218.1936.XI).

The seventeenth Assembly, in adopting the report of its Fifth Committee, associated itself with the appeal addressed by the Advisory Committee and the Council to all Governments with a view to facilitating the campaign of the Chinese Government against the evil of narcotic drugs.

#### SUMMARY OF THE REPLIES RECEIVED FROM GOVERNMENTS TO CIRCULAR LETTER 218.1936.XI UP TO APRIL 1ST, 1937.

The following countries have acknowledged the receipt of the communication, adding in some cases that it has been transmitted to the competent authorities: *Ecuador* (January 11th, 1937), *Honduras* (January 27th, 1937), *Spain* (March 13th, 1937), *Uruguay* (January 16th, 1937), *Venezuela* (December 31st, 1936 and January 7th, 1937).

*Union of South Africa* (March 9th, 1937).

The Union Government stated that it fully appreciated the gravity of the position and agreed with the views expressed by the Council on this matter. It pointed out, however, that no cases of Union nationals being engaged in illicit traffic in China had been detected.

*Germany* (March 5th, 1937).

The provisions of German opium legislation, which are in harmony with the International Opium Conventions ratified by the German Reich, are most scrupulously applied, particularly in the case of exports of narcotic substances to China. It has always been the practice of the German Department of Health to authorise such exports only when the supporting documents required under the German-Chinese Agreement of December 31st, 1924, or the International Opium Conventions, as the case may be, show that there can be no objections in respect of the legitimate utilisation of the narcotic substances in question. Since the Chinese National Government began to issue import certificates for narcotic drugs solely of the new type familiar to the League Secretariat (*cf.* Circular Letter 132.1935.XI, of September 21st, 1935), exports are only authorised by the German authorities under Article 13 of the Convention of July 13th, 1931, jointly with Article 13 (2), first paragraph, of the Convention of February 19th, 1925, if one of the new type of import certificates issued by the Chinese National Government has been submitted. In the German Government's opinion, the campaign against the illicit traffic in narcotic substances in China would be considerably strengthened if all the States parties to the 1931 and 1925 Conventions acted in consonance with those Conventions.

The German Government further points out that, ever since 1930, German exports of narcotic substances to China have been exclusively confined to quantities which are in no way proportionate to the medicinal requirements of the Chinese population. There can be no question of German narcotic substances having been exported to China for illicit addiction purposes since 1930. For a long time past, neither the Chinese National Government nor the Secretariat of the League of Nations have notified the German Government of a single case of narcotic substances from Germany having been smuggled into China, or even of a single case of German narcotic substances licitly exported to other countries having been discovered in the illicit traffic in China.

*Australia* (February 10th, 1937).

No instance has come to the notice of the Commonwealth Government of an Australian in China having been concerned in the clandestine manufacture of or the illicit traffic in narcotic drugs. It does not therefore appear necessary at the present time for action to be taken to prevent Australian nationals from engaging in the illicit traffic in China, but, should it become apparent that Australian nationals are so trafficking, further consideration will immediately be given to this question.

*Austria* (March 23rd, 1937).

The Austrian Federal Government will not fail, if necessary, to give its full collaboration in combating the dangers arising from the situation in China. As, however, the Federal Government has no knowledge of any Austrian nationals engaged in the illicit drug traffic in China, it does not consider it necessary for the moment to take any special measures. It is pointed out that there is no need for such measures, inasmuch as Austrian nationals in China do not enjoy privileges which would prevent the Chinese authorities from prosecuting them for contraventions of the Chinese legislation concerning the illicit traffic. If, on the other hand, an Austrian national should be required to appear before an Austrian authority for a crime committed in China, he would be prosecuted under the existing Austrian legislation.

*Bulgaria* (February 11th, 1937).

The competent department has taken note of the Advisory Committee's resolution and is ready to give its complete support with a view to an effective campaign against the illicit manufacture and illicit traffic in China. The department has not, however, been able to take any concrete measures to this effect, considering that the great distance which separates Bulgaria and China prevents Bulgarian subjects from going there in order to engage in the illicit traffic. Further, there does not exist at present in Bulgaria any manufacture of drugs which could give rise to illicit traffic in a country with which Bulgaria has no relations. The department is, however, prepared to adopt any measures to this effect which may be proposed.

*Egypt* (January 31st, 1937).

As far as is known to the Department of Foreign Affairs, there are no Egyptian subjects engaging in the illicit traffic in China. The department is, however, in a position to confirm the accuracy of the information contained in the report presented by the representative of the United States of America in May last, a report which proves that " Manchukuo " and other places in North China under Japanese influence have been made centres for the traffic in opium and the manufacture of heroin. This state of affairs causes Egypt the greatest anxiety, inasmuch as heroin originating in China is sent in contraband to America on ships which pass through the Suez Canal to European ports. The Central Narcotics Intelligence Bureau has seized in certain places in the Canal quantities of heroin of Chinese origin.

As long as heroin imported from the Far East by wholesale traffickers continues to pass in transit by the Suez Canal and the Mediterranean, the danger menacing Egypt will increase. For this reason, the Central Narcotics Intelligence Bureau is in close relations with the American authorities entrusted with the campaign against narcotic drugs. It intends, in co-operation with those authorities, to present to the League of Nations at the next session of the Opium Advisory Committee all evidence necessary to prove the dangers arising from this state of affairs. The Egyptian Government hopes that the Japanese Government will not fail, once these dangers have been disclosed, to take the necessary steps to cope with the situation.

*Hungary* (March 8th, 1937).

In view of the infinitesimal number of Hungarian nationals living in China, the Royal Hungarian Government considers itself relieved from the necessity of taking any measures concerning the illicit traffic in China.

*India* (February 3rd, 1937).

India draws attention to Section 9 of the Dangerous Drugs Act, 1930, under which it is a penal offence in British India to engage in or control any trade whereby a dangerous drug is obtained outside British India and supplied to any person outside British India save in accordance with the conditions of a licence granted by and at the discretion of the local Government. Since for a number of years past no important case involving the seizure of drugs in India in which India or Indian nationals were in any way concerned has been reported, there has not been any occasion for adopting other measures.

*Iraq* (January 14th, 1937).

The Advisory Committee's resolution has been taken into consideration by the competent authorities. The Iraqi Government, through special legislation based on the provisions of the Convention of 1925, supervises the illegal manufacture, importation, exportation, transit and

acquisition of these drugs. There is before Parliament, a draft law for the purpose of increasing the powers of the said authorities as provided in the provisions of the Convention of 1931.

It is contemplated that, in addition to present measures, new methods of combating the drug menace may be taken as soon as the new convention is adopted.

However, there does not exist at present any evidence indicating the existence of illicit traffic in Iraq or through Iraq for the purpose of supplying China with narcotic drugs.

*Mexico* (March 6th, 1937).

Mexico states that the Department of Public Health collaborates fully in the campaign against the traffic in dangerous drugs produced in the Chinese Republic.

The campaign against drug addiction has been reorganised and specialised police services entrusted with a careful supervision of the consumption of and the traffic in narcotic drugs of every kind have been set up permanently in the north, south and centre of the Republic. The agents established by the Department in all the capitals and the principal cities of the State assist in this work.

*Monaco* (December 14th, 1936).

In view of the small number of Monegasque nationals (1,734 out of a total of 22,994 in Monaco), it does not appear possible that nationals of the Principality, of which very few inhabit foreign countries, could engage in illicit traffic in China.

*Netherlands* (December 19th, 1936).

The Netherlands Government will not fail to furnish information in regard to any measure taken to prevent Netherlands subjects from engaging in illicit traffic in China. Considering that, up to now, no Netherlands subjects have engaged in such traffic, the Government does not intend to adopt any special measures before the coming into force in the Netherlands of the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs.

*Sweden* (December 9th, 1936).

The legislative provisions concerning illicit traffic in drugs which are applicable to Swedish subjects in China are still in force and there has been so far no reason to modify them or complete them, as no case of contravention has come to the knowledge of the competent Swedish authorities since their promulgation.

*Czechoslovakia* (March 23rd, 1937).

As general measures have proved sufficient, the Czechoslovak Government does not consider it necessary to take special measures to prevent narcotic drugs manufactured in Czechoslovakia from being made the object of illicit traffic in China.

VII. CONVENTION OF 1925 : ARTICLES 8 AND 10.

WITHDRAWAL OF THE DECISION REGARDING THE APPLICATION OF ARTICLE 8 OF THE GENEVA CONVENTION OF 1925 TO STERILISED SOLUTIONS OF MORPHINE AND ATROPINE OR EUCODAL AND ATROPINE.

(Circular Letter 162.1936.XI, dated September 12th, 1936.)

The Secretary-General communicated to Governments in the above-mentioned Circular Letter the following decision taken by the Health Committee and noted by the Council on January 23rd, 1936 :

“ The Health Committee,

“ After noting the report of the Permanent Committee of the Office international d'Hygiène publique :

“ In view of the possibilities of the illicit use of sterilised solutions of morphine or eucodal with atropine;

“ And in view of facts suggesting that the maximum dose of atropine is much higher than has been previously thought :

“ Resolves that the exemption granted to these solutions under Article 8 of the 1925 Convention by a previous decision of the Health Committee should now be rescinded and that these solutions should again come under the control provided by the Convention.”

The Secretariat has received replies from the following States : *Bolivia* (December 19th, 1936), *Colombia* (November 24th, 1936), *Ecuador* (January 6th, 1937), *Egypt* (September 24th, 1936), *Greece* (January 8th, 1937), *India* (February 15th, 1937), *Latvia* (October 12th, 1936), *Liechtenstein* (September 16th, 1936), *Monaco* (September 14th, 1936), *Panama* (November 16th, 1936), *Peru*

(November 7th, 1936), *Portugal* (November 9th, 1936), *Siam* (October 27th, 1936), *Uruguay* (December 4th, 1936), *Venezuela* (November 19th, 1936), which have duly noted the Secretariat's communication.

*Greece* stated that the Greek Under-Secretariat had issued the necessary decree on the subject on December 5th, 1936, and *India* also communicated the text of a decree on the same subject dated January 2nd, 1937. *Latvia* and *Portugal* stated in their replies that the Geneva Convention had always been applied to these two solutions in their countries.

APPLICATION OF ARTICLE 10 OF THE GENEVA CONVENTION OF 1925 TO PREPARATIONS  
BASED ON INDIAN-HEMP EXTRACT OR TINCTURE.

(Circular Letter 161.1936.XI, of September 10th, 1936.)

By the above-mentioned Circular Letter, the Secretary-General communicated to the Governments the following resolution which was adopted by the Health Committee at its twenty-second session (October 7th to 14th, 1935) in pursuance of a request made by the Egyptian Government on May 28th, 1934 :

" The Health Committee,

" After noting the report of the Permanent Committee of the Office international d'Hygiène publique :

" Is of opinion that preparations made from tincture or extract of Indian hemp may lead to the same abuses and may produce similar ill-effects to those resulting from use of the tinctures or extract of Indian hemp themselves, and consequently decides that these preparations shall be brought within the control of the 1925 Convention."

The Secretary-General therefore asked the Governments to be so good as to inform him whether they were prepared to accept the said resolution, in accordance with Article 10, paragraph 2, of the Geneva Convention.

Up to April 1st, the Secretariat had received replies from the following States :

*Austria* (November 11th, 1936), *Belgium* (November 9th, 1936 and March 4th, 1937), *Bolivia* (December 23rd, 1936), *Bulgaria* (December 31st, 1936), *Canada* (October 22nd, 1936), *Colombia* (November 24th, 1936), *Czechoslovakia* (November 9th, 1936, and February 17th, 1937), *Danzig* (November 13th, 1936), *Denmark* (November 19th, 1936), *Ecuador* (January 6th, 1937), *Egypt* (October 10th, 1936), *Greece* (December 3rd, 1936), *Guatemala* (October 22nd, 1936), *Haiti* (October 9th, 1936), *Hungary* (March 17th, 1937), *Irish Free State* (October 24th, 1936), *Italy* (November 23rd, 1936), *Latvia* (October 10th, 1936), *Liechtenstein* (December 16th, 1936—acknowledgment of receipt), *Monaco* (October 17th, 1936), *Netherlands* (March 25th, 1937), *Norway* (February 27th, 1937), *Panama* (November 16th, 1936—acknowledgment of receipt), *Peru* (November 30th, 1936), *Poland* (February 16th, 1937), *Portugal* (November 9th, 1936), *Roumania* (October 21st, 1936), *Siam* (December 23rd, 1936), *Sudan* (October 8th, 1936), *Turkey* (December 30th, 1936, and February 16th, 1937), *Venezuela* (November 26th, 1936).

*Colombia* and *Guatemala* duly took note of the information communicated by the Secretariat.

*Canada*, *Greece*, *Hungary*, *Latvia*, *Roumania*, *Turkey* and *Venezuela* stated that preparations based on Indian-hemp extract or tincture were already covered by their legislation on narcotic drugs and they therefore formally accepted the recommendation.

*Bulgaria*, *Egypt*, *Ecuador*, *Haiti*, the *Irish Free State*, *Monaco*, *Peru*, *Poland*, *Siam* and *Sudan* also formally accepted the Health Committee's recommendation. It was also formally accepted by *Bolivia*, where Indian-hemp extract has been subject to control for some years.

Several Governments were prepared to accept the recommendation subject to certain reservations.

*Austria*, for instance, wished to reserve the right to exempt certain preparations containing other active medicinal substances from the Convention, provided there was no likelihood of any abuse of these preparations, given their composition and application.

*Denmark* wished to exempt corn plasters and the bulk of plaster used for producing them, which contain not more than 20 % of Indian-hemp extract, as there would appear to be no likelihood of the abuse of these plasters. At present, they are covered by the Law of March 6th, 1936, on the production of and traffic in opium; but the Ministry would be prepared to exempt them in accordance with Article 4, paragraph 2, of the said law.

*Danzig* stated that, as far as the territory of the Free City is concerned, the Committee's view is not acceptable because of the special conditions in this State. *Extractum cannabis indicæ* imported as a galenical preparation—about 0.5 kg. a year—is not used for other medical purposes but merely as a colouring matter for the manufacture of coporistics. There would appear to be no advantage in extending the International Convention of 1925 to cover them.



La réponse du Gouvernement *italien*, à qui un supplément d'information a été demandé, paraissait indiquer que la législation italienne viserait uniquement les préparations ayant une teneur en chanvre indien égale ou supérieure à 0,1 %.

La *Norvège* ne voit pas d'objections à l'application de la résolution, pourvu qu'il soit fait une exception pour certaines préparations (telles que le *Collodium salicylatum compositum*, à 1 % de teinture de chanvre indien), dont le contenu en extrait ou en teinture de chanvre indien est minime par rapport à leur contenu en autres substances.

Les *Pays-Bas* ont informé le Secrétariat que le Gouvernement néerlandais était disposé à accepter la recommandation du Comité d'hygiène, tout en estimant qu'il sera impossible de l'appliquer à certaines préparations dont l'usage ne peut donner lieu à des abus, notamment la teinture pour les cors (composée d'alcool, d'éther, d'acide salicylique et de 1,1 % d'extrait de cannabis) et les corricides (composés de suint de laine, de cire, d'acide salicylique et d'environ 5 % d'extrait de cannabis). En conséquence, le ministre des Affaires sociales, par une décision du 12 mars 1937, a rendu applicables les dispositions légales sur les stupéfiants aux préparations à base d'extrait ou de teinture de chanvre indien, à l'exception de la teinture pour les cors et les corricides.

Le *Portugal* faisait connaître dans sa réponse que les dispositions du décret n° 12210 qui réglemente le commerce des stupéfiants allaient être appliquées aux solutions contenant de l'extrait ou de la teinture de chanvre indien destinées à l'usage interne, d'où il ressortait que les préparations destinées à l'usage externe ne seraient pas visées.

De même, dans une première communication le Gouvernement *tchécoslovaque* se déclarait disposé à soumettre les préparations en question aux effets de la Convention de Genève, mais à l'exception de celles destinées à l'usage externe.

La *Belgique*, dans une première communication, avait également déclaré vouloir n'accepter la résolution qu'en ce qui concerne les préparations contenant « dans une proportion à déterminer » de la teinture ou de l'extrait de chanvre indien.

Le Secrétaire général, en réponse à ces communications qui soulevaient une difficulté dans l'application de l'article 10 de la Convention de Genève, a attiré l'attention des gouvernements en question sur le fait que le Comité d'hygiène avait adopté une règle générale pour les préparations à base d'extrait ou de teinture de chanvre indien, en se conformant au principe qui a guidé la Conférence de 1925 lorsqu'elle a soumis au contrôle de la Convention les catégories de préparations à base de morphine, d'héroïne ou de cocaïne. Ce principe peut se formuler comme suit : Etant donné qu'il existe d'une part des milliers de préparations susceptibles de donner lieu à des abus, et constituant de ce fait un danger social, qui doivent être contrôlées, et que d'autre part, le nombre des préparations de ces catégories qui sont inoffensives est très limité, la règle la plus logique consiste à soumettre toutes les préparations d'une catégorie au contrôle et à réserver la possibilité d'en exempter certaines d'entre elles par une décision spéciale. Cette possibilité est prévue par l'article 8 de la même Convention de Genève de 1925.

Les gouvernements susmentionnés ont donc été invités à accepter formellement la recommandation du Comité d'hygiène, tout en gardant la faculté de demander à ce Comité, en vertu de l'article 8 de la Convention, l'exemption de certaines préparations bien déterminées s'ils le désirent.

A la suite de cette dernière communication du Secrétaire général, la *Tchécoslovaquie* a accepté sans réserve la recommandation du Comité d'hygiène, et la *Belgique* a fait connaître qu'elle l'acceptait aussi formellement tout en se réservant d'examiner la question des corricides et de présenter éventuellement pour ceux-ci des propositions d'exemption.

## VIII. CONVENTION DE 1931, POUR LIMITER LA FABRICATION ET RÉGLEMENTER LA DISTRIBUTION DE STUPÉFIANTS.

### INTERPRÉTATION DE L'ARTICLE 13, ALINÉA 2 b).

(Lettre-circulaire C.L.201.1935.XI du 10 décembre 1935.)

#### *Nouvelles réponses des gouvernements.*

Lors de sa vingtième session (20 mai-5 juin 1935), la Commission consultative du trafic de l'opium et autres drogues nuisibles a cru devoir tenir compte du développement de l'usage médical de la codéine comme succédané de la morphine et de la possibilité de voir le premier de ces produits substitué au second comme drogue donnant lieu à la toxicomanie. Tenant compte également de l'avis formulé précédemment, par le Comité d'hygiène de la Société des Nations (voir lettre-circulaire C.L.192.1934.XI du 30 novembre 1934), sur l'interprétation à donner à la formule « compositions qui se prêtent à une application thérapeutique normale » contenue dans l'article 13, alinéa 2 b) de la Convention de limitation de 1931, la Commission consultative a finalement adopté, sur ce sujet, la résolution suivante :

« La Commission consultative a discuté la question de la possibilité d'exempter du certificat d'importation, conformément à l'article 13, paragraphe 2, de la Convention de limitation, les compositions de codéine et de dionine qui se prêtent à une application thérapeutique normale. En vue d'obtenir l'uniformité dans l'application de la Convention, elle



a décidé de recommander aux gouvernements d'accepter la résolution suivante, adoptée par le Comité d'hygiène, lors de sa vingtième session :

« Le Comité d'hygiène estime que pourraient être considérées comme se prêtant à une application thérapeutique normale les préparations de codéine et de dionine qui ne contiennent pas plus de 0,1 gr. de l'une ou de l'autre de ces deux substances (dose maximum la plus élevée parmi celles que prescrivent la majorité des pharmacopées), lorsqu'il s'agit de préparations sèches (granulés, tablettes, etc.) et pas plus de 10 % de ces mêmes substances, lorsqu'il s'agit de solutions... »

« La Commission consultative attire l'attention des gouvernements sur l'opportunité qu'il y aurait à autoriser l'exemption du système des certificats d'importation, en ce qui concerne les compositions solides, seulement dans le cas des compositions pharmaceutiques dans lesquelles la codéine ou la dionine est associée à d'autres substances médicinales. Dans le cas de compositions liquides, la Commission recommande que l'exemption du système des certificats d'importation ne soit pas autorisée pour les compositions consistant en une solution de codéine ou de dionine dans un ou plusieurs fluides inertes. »

L'interprétation de la Commission consultative contenue dans le dernier alinéa de la résolution ci-dessus est conforme aux avis réitérés du Comité d'hygiène (voir, par exemple, le procès-verbal de la seizième session du Comité d'hygiène, document C 627.M.248.1930.III, page 128) que les préparations dans lesquelles des alcaloïdes sont associés aux substances inertes, liquides ou sèches, devraient être considérées comme des alcaloïdes purs.

Cette résolution, approuvée par le Conseil le 6 septembre 1935, a été communiquée aux gouvernements le 10 décembre 1935 par la lettre-circulaire C.L.201.1935.XI.

Le rapport précédent sur l'état des travaux a déjà rendu compte des premières réponses reçues : depuis cette époque, le Secrétariat a reçu les réponses des États suivants :

*Australie* (18 juin 1936), *Autriche* (6 octobre 1936), *Chili* (10 juillet 1936), *Equateur* (30 mars 1936), *Etats-Unis* (pour les *îles Philippines*, 22 avril et 31 juillet 1936), *Guatemala* (14 mars 1936), *Portugal* (24 avril 1936), *Siam* (2 mai 1936), *Venezuela* (18 mars 1936).

Le *Chili* a fait connaître que le Règlement sur les stupéfiants, qui est entré en vigueur le 6 juillet 1936, contient déjà certaines dispositions qui sont conformes à la résolution de la Commission consultative, à laquelle le Gouvernement chilien est donc en mesure de donner entièrement effet.

Le *Venezuela* accepte la recommandation du Comité d'hygiène et signale qu'en ce qui concerne l'exemption du système des certificats d'importation de compositions solides seulement dans le cas où la codéine ou la dionine est associée à d'autres substances médicinales, cette exemption est déjà prévue par l'article 11 de la loi sur les stupéfiants actuellement en vigueur, conformément aux dispositions du paragraphe 2 b) de l'article 13 de la Convention de limitation.

L'*Autriche*, l'*Australie*, le *Portugal*, ont fait connaître qu'ils prenaient les mesures nécessaires pour donner effet à la résolution de la Commission; l'*Autriche* a transmis le rescrit adressé par le Ministère fédéral de l'administration sociale aux capitaineries provinciales et à la Municipalité viennoise. Le *Portugal* a fait parvenir le texte du décret 26483 soumettant aux dispositions du décret 12210 (qui régit le commerce des stupéfiants) l'importation, l'exportation et le commerce en gros des préparations de codéine et de dionine.

Le *Siam* a fait savoir que le contrôle existant déjà dans ce pays sur l'importation de la codéine et de la dionine est plus strict que celui qui est prévu par la résolution en question et par la Convention de limitation elle-même : la codéine et la dionine ne peuvent être importées que par le Directeur général du Service de l'hygiène publique, étant donné que, même sous la forme de compositions ou de solutions destinées à un usage thérapeutique, elles sont considérées par la loi sur les drogues donnant lieu à la toxicomanie (B.E.2465.1922) comme drogues interdites. C'est ce qui explique pourquoi le délégué siamois, au moment de la signature de la Convention, a réservé le droit d'appliquer la loi locale en vigueur. Dans ces conditions, le Gouvernement du Siam estime que les mesures de précaution prévues par la résolution en question, contre l'usage abusif de ces deux drogues, ne sont pas applicables, en ce qui concerne le Siam, et c'est pourquoi il désire se réserver le droit de continuer à appliquer les dispositions sur ce sujet de la loi siamoise sur les drogues.

Le *Guatemala* a informé le Secrétariat que d'après les renseignements fournis par le Directeur général de l'hygiène publique, ce service étudie actuellement un projet de réforme globale du Code de Santé, pour laquelle on devra, sans doute, prendre en considération l'interprétation donnée de l'article 13 de la Convention de 1931 par le Comité d'hygiène de la Société des Nations; des renseignements sur ce sujet seront fournis en temps voulu.

Le Gouvernement des *Etats-Unis d'Amérique* a fait connaître, en ce qui concerne les *îles Philippines*, qu'aux termes des lois en vigueur actuellement, l'importation et l'exportation aux *îles Philippines* de la codéine et de la dionine et de leurs préparations et composés, ne peuvent être effectuées sans un permis spécial délivré par le Bureau des recettes intérieures, comme c'est le cas pour tous les autres dérivés de l'opium, et pour les préparations et composés de ces dérivés. De plus, le transfert de ces drogues à des commerçants détaillants ne peut être effectué qu'en vertu de permis dûment approuvés par les autorités compétentes.

Enfin, l'*Equateur* a fait savoir au Secrétariat qu'il portait la résolution de la Commission à la connaissance de la Direction de l'Assistance publique.

# APPLICATION OF ARTICLE 10 : IMPORT AND EXPORT OF DIACETYLMORPHINE.

(Circular Letter 183.1935.XI, of November 14th, 1935.)

## Further Replies from Governments.

At its twentieth session, the Advisory Committee adopted a resolution in which it noted the efforts made by the countries which export diacetylmorphine to apply Article 10 of the 1931 Convention and in which it observed that an exporting country cannot carry out the provisions of paragraph 2 of Article 10 unless the Government of the importing country carries out its obligation under Article 10 of making a formal request, asking that the export should be permitted and of forwarding to the Government of the exporting country this request, together with an import certificate in which the Government department to which the drugs should be consigned is clearly designated. In the same resolution, it requested the Secretariat to write to the Governments of all the countries importing or exporting diacetylmorphine, drawing their attention to the terms of Article 10.

Acting upon instructions adopted by the Council on September 6th, 1935 (eighty-eighth session) the Secretary-General by the above Circular Letter communicated the resolution to Governments and requested them to put it into force if imports or exports of diacetylmorphine took place.

When the last report was drawn up twenty countries had forwarded their replies. Since then the following four replies have been received : *Afghanistan* (March 23rd, 1936); *Brazil* (August 17th, 1936); *United Kingdom* (May 6th, 1936); *Philippine Islands* (April 6th, 1936).

According to these replies, in both the *United Kingdom* and the *Philippine Islands*, the provisions of Article 10 of the 1931 Convention are strictly followed. Governments of countries importing diacetylmorphine from the *United Kingdom* are required to furnish an import certificate specifying the Government department to which the drug is to be sent, accompanied by a formal letter of request that the export from the United Kingdom be allowed. In the *Philippine Islands*, all importations of diacetylmorphine must not only be accompanied by an import certificate, but must also be consigned to the Bureau of Internal Revenue, and the distribution of the diacetylmorphine so imported is made only under permits issued to registered dealers only.

In *Brazil*, it is intended to abolish completely the use of diacetylmorphine.

*Afghanistan* acknowledged receipt of the Circular Letter.

## IX. WORK OF THE SUPERVISORY BODY AND THE PERMANENT CENTRAL OPIUM BOARD.

### 1. SUPERVISORY BODY.

Since the twenty-first session of the Advisory Committee, the Supervisory Body has met twice (ninth and tenth sessions, August 11th-19th and October 6th-16th, 1936), and has drawn up the statement on estimated world requirements of dangerous drugs in 1937 (document O.S.B./Statement 1937). In accordance with Article 5, paragraph 7, of the 1931 Limitation Convention, this statement was forwarded to Governments on November 1st, 1936, through the intermediary of the Secretary-General. A published edition of the same statement was also forwarded to Governments on January 30th, 1937 (document C.547.M.353.1936.XI).

The Supervisory Body has also drawn up and forwarded to Governments seven supplements to the statement of estimated requirements in 1936 (documents C.429.M.220.1935.XI (a), (b), (c), (d), (e), (f) and (g)).

During its ninth and tenth sessions, the Supervisory Body examined and accepted annual drug estimates furnished in respect of 61 countries and 88 colonies, protectorates, mandated territories, etc. Estimates were framed by the Supervisory Body itself in respect of 9 countries and 7 territories for which estimates were not furnished.

Of the 61 countries that furnished estimates for 1937, 6 are not parties to the Limitation Convention, while of the 9 countries which have not furnished estimates, and in respect of which the Supervisory Body itself framed estimates, 6 are in Central and South America.

The steady increase in the number of countries themselves furnishing estimates is an encouraging sign, showing that the system of estimates instituted by the Limitation Convention is becoming more and more widely applied. In 1933, the first year of the application of the system, only 45 countries furnished estimates; in 1934 the figure had already increased to 54, in 1935 to 59 and in 1936 to 61. Conversely, the number of countries in respect of which the Supervisory Body has had itself to frame estimates has fallen steadily, from 23 in 1933 to 9 in 1936. The same development is to be found in the case of colonies, protectorates, mandated territories, etc. : the number of territories in respect of which estimates have been framed by the Supervisory Body itself has fallen from 31 in 1933 to 7 in 1936.

A comparison of the estimates furnished by Governments, and of the latest statistics relating to drug manufacture and consumption, shows that the wide gaps formerly found to exist between Government forecasts and actual needs show a diminishing tendency, since Governments endeavour more and more to bring their estimates down to the level of the real requirements of their respective countries.

One example will serve to illustrate this fact. In 1935, in those manufacturing countries (17 in all) which convert morphine into other drugs, approximately 22 tons of morphine were used for this purpose. The estimates of morphine required for conversion purposes in 1936, furnished by the Governments of those same countries, nevertheless reached a total of 36½ tons—i.e., an excess of about 65 % in relation to the real requirements in 1935. The Supervisory Body, in the introduction to its statement for 1936, and the Secretary-General, in his *note verbale* of December 18th, 1935, drew the attention of Governments to these very substantial gaps; as a result, the appreciable reduction of 6½ tons was found in the estimates of morphine required for conversion purposes in 1937. Thus the margin between the amount effectively used in 1935 and the estimates for 1937 was brought down to approximately 37 %.

*Annual Statement of the Supervisory Body on the Estimated World Requirements of Dangerous Drugs : Proposed Alteration of the Latest Date of Issue to Governments.*

(Circular Letters 19.1936.XI, of February 11th, 1936 and 135(a).1936.XI, of July 30th, 1936.)

At its eighth session (October 1935), the Supervisory Body adopted a resolution in which, after drawing the attention of the Council to the inadequacy of the period (from August 1st to November 1st) allotted to it under the 1931 Limitation Convention for the examination of the estimates furnished to it with a view to the framing of the statement provided for in Article 5, paragraph 7, of the said Convention, it put forward suggestions for altering the length of the period. The Council, at its ninetieth session on January 20th, 1936, adopted a resolution instructing the Secretary-General :

“ . . . to write to the Governments parties to the 1931 Convention invited to take part in the Conference which will meet to consider the draft Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, pointing out on behalf of the Council the desirability of empowering their delegates to this Conference to conclude an administrative agreement to the above effect.”

This resolution, together with the Minutes of the Council's meeting of January 20th, 1936, was brought to the attention of Governments by Circular Letter 19.1936.XI, dated February 11th, 1936.

During the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs, which met at Geneva from June 8th to 26th, 1936, a meeting of representatives of Governments parties to the 1931 Limitation Convention was held in order to conclude the agreement in question. This meeting drew up a *procès-verbal* (document C.286(c).M.174(c).1936.XI) which states :

“ For practical reasons, the aforesaid Governments are not opposed to the postponement by the Supervisory Body, until December 1st at the latest, of the statements which that Body is obliged to communicate to Members of the League of Nations and to non-member States under Article 5, paragraph 7, of the Convention.

“ This derogation is agreed to without affecting the right of each of the aforesaid Governments to obtain, should it so desire, a reversion to the strict application of the Convention, the text of which remains unaltered.”

Clause 2 of the *procès-verbal* provides that it shall “ come into force as soon as it shall have been signed in the name of all Governments parties to the Convention of July 13th, 1931.”

- Certified true copies of the *procès-verbal* were forwarded to Governments, and their attention drawn to Clause 2 thereof, by Circular Letter 135(a).1936.XI, dated July 30th, 1931.

Up to April 1st, 1937, 39 Governments parties to the 1931 Limitation Convention had signed the *procès-verbal*. At the same date, the total number of ratifications to the Convention was 61. The signatures of 22 Governments parties to the Convention are therefore still required, before the *procès-verbal* can take effect. The countries which have not yet signed are distributed as follows : 12 in Central and South America (Costa Rica, Dominican Republic, Guatemala, Haiti, Honduras, Mexico, Nicaragua, Panama, Salvador, Chile, Colombia, Peru), 6 in Europe (Belgium, Germany, Italy, Lithuania, Luxemburg, San Marino), 2 in Asia (Sa'udi Arabia, Iran), 1 in Africa (Sudan) and 1 in Oceania (Australia).<sup>1</sup>

## 2. PERMANENT CENTRAL OPIUM BOARD.

The two following documents have been submitted to the Council by the Permanent Central Opium Board, and communicated to the Advisory Committee :

Report to the Council on the Work of the Permanent Central Opium Board during its Twenty-sixth, Twenty-seventh and Twenty-eighth Sessions (document C.368.M.242.1936.XI);

Report to the Council : Statistics relating to the Year 1935 furnished to the Permanent Central Opium Board under the Terms of the 1925 and 1931 Conventions (document C.449.M.265.1936.XI).

<sup>1</sup> Up to July 15th, 1937, the *procès-verbal* was signed on behalf of the following States : Belgium, Haiti, Mexico and Panama.

## X. CONVENTION OF 1936 FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS.

(Circular Letters 135.1936.XI, of July 30th, 1936, and 17.1937.XI, of January 29th, 1937.)

The Secretary-General, in the above Circular Letters, forwarded certified true copies, with all the signatures which had been received up to December 31st, 1936, of the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs concluded at Geneva on June 26th, 1936, and of the Protocol of Signature of that Convention. At the same time, he drew the attention of Governments to Article 20, which provides that the Convention shall be ratified and that the instruments of ratification shall be transmitted to the Secretary-General of the League of Nations.

The Fifth Committee of the 1936 Assembly of the League of Nations, for its part, emphasised the need for a rapid and universal application of this Convention, at a time when the clandestine manufacture of narcotic drugs was assuming alarming proportions. The Assembly, on the Fifth Committee's proposal, adopted the following resolution :

" The Assembly,

" Noting with keen satisfaction the conclusion of the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs;

" Considering that the universal application of the Convention is a necessary condition of its efficacy :

" Recommends all Governments to take as soon as possible all such steps as may be necessary for the ratification of this Convention in order that it may promptly have its full effect."

Up to the present time, the Secretariat has received various comments from Governments but no ratifications for registration. Under Article 22 of the Convention, ratifications or adhesions from 10 States Members of the League of Nations, or non-member States, are required before the Convention can come into force.

## XI. RECOMMENDATION OF THE BANGKOK CONFERENCE CONCERNING SCIENTIFIC INVESTIGATIONS.

This question is dealt with in a separate document (see document O.C.1689).

## XII. OLD CIRCULAR LETTERS IN RESPECT OF WHICH NEW REPLIES HAVE BEEN RECEIVED SINCE THE COMMITTEE'S LAST SESSION.

### I. EXTENSION OF THE SYSTEM OF AFFIXING SERIAL NUMBERS TO PACKAGES OF DRUGS DESPATCHED BY WHOLESALERS.

(Circular Letter 190.1934.XI, of November 12th, 1934.)

The *Netherlands* Government stated on October 26th, 1936, that the system of affixing numbers to packages in the wholesale trade, which was introduced as an experiment in the *Netherlands Indies* with the voluntary co-operation of wholesalers, has not so far proved to be of much utility. Moreover, this system gives rise to complications and entails unnecessary expenditure on the part of the administration; it will accordingly be abolished on January 1st, 1937.

*Finland* stated on March 23rd, 1937, that, in virtue of paragraph 14 of the Decree concerning the application of the Limitation Convention, which Decree was promulgated on December 30th, 1936, the Ministry of the Interior decided that all products or tablets manufactured or repacked in *Finland* and covered by the above-mentioned decree should bear a serial number, to be entered in the sales register together with particulars of the sale. All imported packages must also bear a serial number unless they already possess one, which must likewise be entered in the sales register. Pharmacies are, however, only required to affix a serial number and enter it in the sales register when the products covered by this Decree are sold to retailers. Until further notice, the above-mentioned provision will apply solely to narcotic substances and salts and not to products containing them.

### 2. ESTABLISHMENT BY GOVERNMENTS OF A SINGLE AUTHORITY RESPONSIBLE FOR THE SUPERVISION OF NARCOTIC DRUGS.

(Circular Letter 62.1934.XI, of May 7th, 1934.)

In accordance with the recommendation adopted by the Advisory Committee at its seventeenth session and approved by the Council, the Secretary-General drew the attention of Governments to Recommendation I of the Final Act of the Conference of 1931 for limiting the Manufacture of Dangerous Drugs and asked Governments to communicate their observations on

this recommendation. This recommendation concerned the desirability of establishing in each country a single authority to regulate, supervise and control the traffic in opium and other dangerous drugs and to prevent and combat drug addiction and the illicit traffic.

*Denmark*, in a letter dated September 3rd, 1936, states that, after having ratified the 1931 Convention, the Royal Government has entrusted the "Sundhedsstyrelsen" with the control over the import, export, production and manufacture of, and the trade in, the narcotic drugs specified in the Order of June 20th, 1936, issued pursuant to the Law of March 6th, 1936. Copies of the Order and the Law were annexed to the reply.

3. CAMPAIGN AGAINST THE SPREAD OF DRUG ADDICTION AND AGAINST THE ILLICIT TRAFFIC IN NARCOTIC DRUGS : CREATION OF THE SPECIAL ADMINISTRATION PROVIDED FOR IN ARTICLE 15 OF THE LIMITATION CONVENTION.

(Circular Letter 199.1934.XI, of December 6th, 1934.)

The People's Commissariat for Foreign Affairs stated on May 31st, 1936, that the *Union of Soviet Socialist Republics* had confirmed, by a special Decree, certain functions of the State Federal Health Inspectorate exercised in accordance with Article 15 of the Limitation Convention of July 13th, 1931. The functions specified in that article have been entrusted to this Inspectorate and are carried out by the Opium Service established for this purpose. Under the Decree in question, the State Federal Health Inspectorate attached to the Council of People's Commissaries of the Union of Soviet Socialist Republics is responsible for supervising and controlling throughout the territory of the Union of Soviet Socialist Republics the production, transformation, possession, trade in and use, including export, of opium and its derivatives and the other narcotic drugs, the special list of which has been approved by the Council of People's Commissaries of the Union of Soviet Socialist Republics.

The State Federal Health Inspectorate is required to keep in touch with the competent organs and the League Secretariat for the purpose of supplying them with information on questions relating to the control, regulation and statistics of the traffic in opium, its derivatives and other narcotic drugs in the Union of Soviet Socialist Republics.

4. DISPOSAL OF SEIZED DRUGS.

(Circular Letter 38.1935.XI, of March 7th, 1936.)

*Norway* informed the Secretariat on March 26th, 1936, that, up to the present, no drugs had been confiscated in Norway on account of illicit traffic, and added that, should any seizures be made at some future time, the drugs would be used for the purposes specified in the Circular Letter<sup>1</sup> and in accordance with the provisions of Article 18 of the 1931 Convention.

5. PASSPORTS OF DRUG TRAFFICKERS.

(Circular Letter 37.1935.XI, of March 7th, 1935.)

The attention of Governments had been drawn by the Circular Letter in question to the numerous irregularities to which traffickers in narcotic drugs resort in order to obtain passports, and the traffic in false passports of which they frequently avail themselves. The Committee laid stress on the desirability of a thorough study of this question and recommended that direct co-operation should be established between the authorities charged with the issuance of passports and those in the same country responsible for the control of the drug traffic, with a view to the punishment of offences of this kind.

*Afghanistan* informed the Secretariat on April 1st, 1937, that the question of passports for traffickers in narcotic drugs did not arise in that country since the whole of the trade in these drugs was under Government control, in accordance with the instructions of the Ministry of Health; in those circumstances, as no persons were normally engaged in importing or exporting narcotic drugs, there was no need for any special regulations in regard to the issue of passports.

The *Netherlands* Government informed the Secretariat on April 23rd, 1936, that the establishment of direct co-operation between the authorities charged with the issuance of passports and those responsible for the control of the drug traffic, with a view to withdrawing a trafficker's passport if necessary, appeared to be a practical possibility. As the Netherlands Government does not consider that its nationals are entitled to a passport and that, moreover, the latter should only be refused or withdrawn in exceptional cases, the Government, while reserving its full freedom of action, is prepared in these special cases to consider the possibility of withdrawing passports from, or refusing them to, traffickers who have been sentenced by the courts in respect of a serious offence against the laws relating to opium and other dangerous drugs.

<sup>1</sup> The Committee's recommendation transmitted by this Circular Letter proposed that confiscated drugs should be devoted to the requirements of hospitals and scientific institutions or incorporated in Government stocks, if such drugs are not destroyed or converted but reserved for medical and scientific use within the meaning of Article 18 of the Convention.

## 6. PART PLAYED IN THE ILLICIT TRAFFIC BY FORWARDING AGENTS.

(Circular Letter 184.1935.XI, of November 14th, 1935.)

*Portugal* informed the Secretariat on July 8th, 1936, with regard to the colony of Mozambique that, in the opinion of the General Directorate of the Political and Civil Administration of the Ministry for the Colonies, the Committee's suggestions concerning forwarding agents of narcotic drugs did not directly concern the colony, which does not manufacture or export opium and narcotic drugs. Imports, which are very small and restricted to pharmacies, are duly supervised under the existing legislation.

*Ecuador*, in a letter dated February 12th, 1936, simply acknowledged receipt of the above-mentioned Circular Letter.

## XIII. MISCELLANEOUS QUESTIONS.

CONVENTION BETWEEN BRITISH INDIA AND THE FRENCH SETTLEMENTS IN INDIA REGARDING THE CONVERSION INTO AN ANNUAL PAYMENT OF 3,000 RUPEES OF THE RIGHTS IN CONNECTION WITH THE OPIUM TRADE RESERVED TO THE FRENCH GOVERNMENT BY ARTICLE 6 OF THE CONVENTION OF MARCH 7TH, 1815, AND FOR THE PURPOSE OF PREVENTING THE INTRODUCTION OF CONTRABAND OPIUM IN CHANDERNAGORE.

Under Article 1 of this Convention, the French Government renounce their privilege reserved by Article 6 of the Convention of March 7th, 1815, entitling them to purchase annually at Calcutta, three hundred chests of opium at the average price obtained at the periodical sales of this article.

Under Article 2, the Government of India, in exchange for this renunciation, agree to pay to the French Administration at Chandernagore the sum of three thousand rupees per annum.

Under Article 3, the French Administration imposes various obligations on the farmer licensed to sell opium at Chandernagore and agree that the quantity of opium to be obtained by such farmer from the Hooghly Collectorate shall not exceed 12 maunds in any calendar year, this quantity being required for the local needs of the French Settlement. The French authorities further undertake to prevent any traffic in opium between Chandernagore and British territory, other than that engaged for under this Convention.

Under Article 5, as compensation for the loss which the obligation imposed on the French farmer may cause to the local budget of the French Settlements in India, the English Government engage to pay to the Administration of Chandernagore annually and in two instalments an indemnity fixed at a round sum of six thousand rupees.

The text of this Convention is reproduced in document O.C.1664, of October 9th, 1936.

## INFORMATION CONCERNING THE MANUFACTURE AND CONSUMPTION OF PREPARED OPIUM IN PERU.

On October 14th, 1936, the *Peruvian* Government sent the Permanent Central Opium Board the form relating to the annual statistics of prepared opium for 1935, stating that during this year :

The quantity of prepared opium manufactured amounted to 551 kg.;

The quantity of raw opium used for the manufacture of prepared opium to 351 kg.;

The quantity consumed to 544 kg.

The Peruvian Government also explained under the heading "Observations" that 351 kg. of raw opium and 83 kg. of "ash" were used to obtain the 543 kg. of prepared opium manufactured during 1935 making—if this quantity is added to the balance of 8 kg. from 1934—a total of 551 kg. Of this quantity, 544 kg. were consumed in the territory of the Republic by the Asiatic population, leaving a balance of 7 kg. for 1936.

## SUPPLY OF NARCOTIC DRUGS TO SHIPS PASSING THROUGH THE TERRITORIAL WATERS OF A FOREIGN COUNTRY.

On January 5th, 1937, the *Norwegian* Government wrote to the League stating that the Norwegian medical authorities had raised the question of the supply of medicaments containing narcotic drugs to foreign vessels calling at Norwegian ports. In accordance with the general practice, medicaments are supplied to foreign vessels by Norwegian pharmacies in conformity with the list of medicaments attached to the medicine chest, which specifies the medicaments to be supplied to the vessels of the country in question.

In most cases, foreign vessels calling at Norwegian ports make a very short stay so that it is not possible for them to produce an import permit from the authorities of the country to which they belong. Moreover, it is often equally impossible to obtain an export licence from the Norwegian authorities, as for instance if the vessel in question enters the port on Saturday afternoon and leaves again on Sunday.

This being the case, the Norwegian authorities have asked the Advisory Committee on Traffic in Opium and Other Dangerous Drugs for an opinion on this matter.

In reply to the Norwegian Government's letter, the Opium Traffic Section stated, on February 16th, 1937, that the question of the application of the system of import certificates and export licences to drugs supplied to foreign vessels had not as yet been discussed by the Advisory Committee.

For their information, however, the Section communicated to the Norwegian authorities the stipulations laid down for similar cases by the United Kingdom legislation. Article 3, paragraph 3 (*d*), of the Dangerous Drugs (Consolidation) Regulations, 1928, reads as follows :

“ (3) The master of a foreign ship which is in a port in Great Britain is hereby authorised to purchase and be in possession of such quantity of drugs or preparations as may be certified by the medical officer of health of the port where the ship is, or, in his absence, by the assistant medical officer of health, to be necessary for the equipment of the ship until it next reaches its home port.

“ A person who supplies a drug or preparation in accordance with a certificate given under this paragraph of this Regulation shall retain the certificate and mark it with the date on which the drug or preparation was supplied and keep it on his premises so as to be available for inspection.”

The Section also informed the Norwegian authorities that the attention of the Advisory Committee on Opium Traffic would be drawn to this question at its next meeting in May 1937 and that its opinion would be communicated to the Norwegian authorities in due course.

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# INDEX

## ABBREVIATIONS

Art.	= Article
Cttee.	= Committee
Conf.	= Conference
Conv.	= Convention
Kgd.	= Kingdom
Int.	= International
Memo.	= Memorandum
Perm.	= Permanent
Prof.	= Professor
Ref.	= Reference
Resol.	= Resolution
U.S.A.	= United States of America
U.S.S.R.	= Union of Soviet Socialist Republics

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